DOCUMENT RESUME

ED 088 249 EC 061 306

AUTHOR	Cegelka, Walter J., Ed.
TITLE	Education of Mentally Retarded Persons: Selected Papers.
INSTITUTION	National Association for Retarded Children, Arlington, Tex. South Central Regional Office.
PUB DATE	71
NOTE	162p.; Conference Proceedings on the Education of Mentally Retarded Persons (Chase-Park Plaza Hotel, St. Louis, Missouri, September 17-19, 1971)
EDRS PRICE	MF-$0.75 HC-$7.80
DESCRIPTORS	*Conference Reports; *Educational Needs; *Equal Education; *Exceptional Child Education; Legislation; *Mentally Handicapped; Program Descriptions

ABSTRACT

Provided are 15 papers originally presented at a 1971 national conference on the education of mentally retarded persons. Papers deal with the following topics: current issues in the education of the mentally retarded, right to education, information and practical politics, a program for improving mealtime behaviors of a severely retarded child, transportation services, curriculum development, residential education programs, classification and placement, severely and profoundly retarded persons in the public schools, the Developmental Disabilities Act's implications for continuing education, practical insights needed for achieving sound educational programs, effecting change in the educational system, and federal legislation and the mentally retarded child. (DB)

ED 088249

EC 06 1306

PROCEEDINGS

U.S. DEPARTMENT OF HEALTH, EDUCATION & WELFARE
NATIONAL INSTITUTE OF EDUCATION
THIS DOCUMENT HAS BEEN REPRODUCED EXACTLY AS RECEIVED FROM THE PERSON OR ORGANIZATION ORIGINATING IT. POINTS OF VIEW OR OPINIONS STATED DO NOT NECESSARILY REPRESENT OFFICIAL NATIONAL INSTITUTE OF EDUCATION POSITION OR POLICY

CONFERENCE on the EDUCATION of MENTALLY RETARDED PERSONS

September 17-19, 1971 Chase-Park Plaza Hotel
St. Louis, Missouri

NATIONAL ASSOCIATION FOR RETARDED CHILDREN
2709 Avenue E. East Arlington, Texas 76011

EDUCATION OF MENTALLY RETARDED PERSONS:

SELECTED PAPERS

Edited by:

Walter J. Cegelka, Ed. D.

CONTENTS

Preface 1

Current Issues in the Education of Mentally Retarded Persons 2
PHILIP ROOS

Education for Every Handicapped Child 8
EDWIN W. MARTIN

Legislation to Insure the Right to Education 17
CLAIR W. BURGENER

Information and Practical Politics 28
ALAN ABESON

A Program for Decelerating Multiple Mealtime Problem Behaviors of a Severely Retarded Preschool Child 43
COOPER, J.O., JACOBSEN, B. AND PAYNE, J.

Transportation for the Betterment of Children 56
PAYNE, J. S., FEINGOLD, I.R., AND COOPER, J.O.

Curriculum Development for the Mentally Retarded 71
BETTY CAMPBELL

Residential Education Programs 87
R. C. SCHEERENBERGER

Classification and Placement of the Mentally Retarded 95
SAMUEL A. KIRK

A Reply to Dr. Samuel Kirk's Speech 111
JOHN KIDD

Severely and Profoundly Retarded Persons in the Public Schools ... 117
THOMAS E. JORDAN

The Developmental Disabilities Act, Its Implications for Continuing Education 124
MARY M. HURLEY

Practical Insights Needed for the Achieving of Sound Educational Programs for Mentally Retarded Persons 132
ARIS A. MALLAS

Effecting Change in the Educational System 148
WALTER J. CEGELKA

Federal Legislation and the Mentally Retarded Child 154
JAMES W. SYMINGTON

PREFACE

The papers that are included in this publication were presented at a national Conference on the Education of Mentally Retarded Persons sponsored by the National Association for Retarded Children (NARC). The conference was held at the Chase Park Plaza Hotel in St. Louis, Missouri, September 17-19, 1971.

This conference focused on the marked inequities which exist within the public school systems of this nation with respect to the education and training of mentally retarded persons.

In April 1971, the Board of Directors of NARC adopted a document entitled, "Policy Statements on the Education of Mentally Retarded Children." These policy statements which clarified NARC's position on the education of all retarded persons were distributed to all conference participants and served as a philosophical base on which the conference was planned.

The papers that follow are presented in the order in which they were given at the conference. It should be pointed out that the opinions expressed in these papers are those of the authors themselves and do not represent an official statement of the part of NARC or its Board of Directors. A few papers that were presented at the conference are not included in this publication because of technical difficulties.

The editor wishes to express his personal thanks not only to all of the contributors and speakers, but also to all who attended and participated in the conference. Through your continuing efforts we will realize our common goal and the undeniable right of public school education for all mentally retarded persons, including the severely and profoundly retarded.

Walter J. Cegelka, Chairman
NARC Education Committee

CURRENT ISSUES IN THE EDUCATION OF
MENTALLY RETARDED PERSONS

by

Dr. Philip Roos

We love people. We cherish the individual. We cherish the rights of the individual. Indeed, our nation is based on the Bill of Rights. I think that this is Constitution Week, so I'm sure you are all very much aware of the importance of our Bill of Rights. Yet, we are denying to millions of our fellow citizens their rights as human beings. We have done this scientifically, mind you, by labeling those of our fellows who deviate significantly from us with some lovely esoteric scientific term. To those of our fellows of all ages who learn more slowly than the rest of us, we have applied the label of mental retardation. As a result, they have been isolated, rejected, ridiculed, disenfranchised and excluded from the mainstream of humanity. They have been denied access to the very services which they need most desperately. Indeed, a case very much in point is education.

Now let me give you my own idiosyncratic definition of education, which I suspect is somewhat in line with the definition adopted by NARC generally. It is as follows: Education is the process whereby an individual is helped to develop new behavior or to apply existing behavior, so as to equip him to cope more effectively with his total environment. It should be clear, therefore, that when we speak of education we do not limit ourselves to the so-called academics. We certainly include the development of basic self-help skills. Indeed, we include those very complex bits of behavior which help to define an individual as human. We include such skills as toilet training, dressing, grooming, communicating and so on.

To be sure, educational services for the retarded have expanded in recent years. You will recall Mackey's survey of 1966 indicated that 540,000 retarded children were in special education classes. By 1967, according to the President's Committee on Mental Retardation, this number had expanded to 677,000 and in 1968, the Bureau of Education for the Handicapped indicated that somewhat more than one million and a quarter were involved. Our own survey, just completed, gives a somewhat less optimistic estimate of 722,000.

But a large segment of the mentally retarded population is still neglected. The most frequently quoted estimate is that 50% of the retarded school age children who could benefit from special education are still being denied access to these services. In some parts of our country, less than 15% are being served. Our own recent survey suggests that probably less than 50% are being served nationwide; we estimate that only 36% are being served. In addition, we are all aware of a marked dearth of preschool and adult services in spite of mounting evidence that points to the great importance of early education. I do not need to quote to this obviously erudite audience the research studies which have repeatedly demonstrated the significance of early education. Likewise, we are beginning to recognize the fact that man's capacity to learn does not magically evaporate with the passing of the second decade of life. Indeed, some of you look fully capable of learning at this late stage of development, and we suspect that this is equally true of the mentally retarded person. As a matter of fact, the complexity of life continues to increase and most adults are in need of continuing education. Finally, I regret to note in passing that there is a general paucity of true innovational progress in procedures for educating mentally retarded children and adults.

With this unhappy background, let me now turn rather specifically to

this most excellent policy statement which we are gathered here to dissect. NARC's Policy Statements on the Education of Mentally Retarded Children is essentially the expression of our commitment to four basic concepts. Let me present these four concepts to you and relate them to the policy statements.

The first concept is the adoption of a developmental model of mental retardation. This model stands in contrast to the destructive models which have been so prevalent during the past decades--such models as the model of the retarded person as being sick or ill; the mentally retarded person as being a subhuman organism; and the mentally retarded person as being a menace to society and others. The developmental model, on the other hand, depicts the individual as continually changing. The rate and the direction of change is influenced greatly by the individual's complexity of behavior. Second, it should improve his capacity to control his environment. And finally, it should enhance his human qualities. By human qualities we mean essentially those culturally defined behaviors which make him acceptable and desirable to his fellow human beings. It follows from this developmental model that there is a need for continual re-evaluation of an individual's current level of functioning and that we need to continually redesign programs to meet developmental goals.

Now, from this basic principle the following implications emerge which are directly related to the policy statements:

- All levels of retardation are in need of education.
- Evaluation should be an ongoing process and a cross-sectional process. It should yield the current level of functioning of the individual rather than making a sage prognostication of his ultimate destiny.
- Placement of an individual in a special class should be based on meeting that individual's needs at a particular time rather than meeting the needs of the system.

- Education is essential during the early years. Indeed, it is important, we feel, that there be home care training during the first year of life.
- Education is needed by the adult on a continuing basis.
- Flexibility is needed to meet developmental needs in terms of class size, staff to student ratio and other dimensions.
- Curricula should be designed to meet developmental needs, including focusing on practical aspects of life and the use of leisure time.

The second basic principle is the well known principle of normalization with which many of you, I'm sure, are very familiar. The principle of normalization essentially states that in programming for retarded persons, we should approximate as much as possible the conditions and patterns of life of normal individuals. This principle is predicated on the postulate that deviancy is maximized by segregation, differential treatment, and labeling. Consequently, we feel that:

- Retarded persons should be integrated into the mainstream of regular education whenever possible.
- The individual student should have maximum mobility within the educational system.
- The family of the handicapped individual must be involved. Indeed, we feel strongly that parents should actively participate in the decision making process. We wish to lay to rest the myth of professional omnipotence which holds, you recall, that it takes an advanced degree to make sage decisions about other individuals' destinies. We feel, too, that families should be provided with adequate and appropriate counseling services.

The third basic principle underlying the policy statements is that an individual's future must not be limited by destructive, self-fulfilling prophecies. We are well aware that labels lead to expectations; expectations which can curtail opportunities for development. We hope, therefore;

- To eliminate self-limiting nomenclature. We used to label retarded children as educable, trainable, subtrainable, and custodial. All these unhappy terms imply curtailment of expected potential.
- Individuals with so-called borderline intelligence should not be labeled mentally retarded and individuals whose performance on standard tests of intelligence is relatively low because of socio-cultural factors should not be labeled mentally retarded.
- Current evaluative procedures need to be modified to guard against what Oliver Hurley has called class bias, resulting from the fact that our standard tests of intelligence have been standardized on a rather limited and biased sample of our population. This does not imply, however, that we are suggesting that we discard intelligence tests as such. They can be a useful tool if properly used.

Now the fourth and last, you will be glad to hear, of the principles underlying the policy statements is the principle that retarded persons have the same human rights as persons of normal intelligence. The following educational implications emanate from this principle:

- Public education must be available to all.
- Education services are the responsibility of the state education agency. This responsibility includes the development of appropriate techniques.
- It also includes responsibility for those individuals who are living in institutions.
- Retarded persons must have the same access as normal persons to qualified teachers, to supervised teacher's aides, to free transportation,

in short, to all the goodies which are available to the rest of society.

To be sure, legislation is helpful. It does not, however, ensure adequate services. We should guard against the complacency which is likely to develop when we have passed a meaty piece of legislation. Indeed, I'm sorry to inform you, that our last survey reveals no significant correlation between legal mandation of education and the proportion of the retarded population in special education classes.

To conclude, ladies and gentlemen, these policies which we are discussing today are primitive. They are one small step toward reaching our goals. Let us hope that they will soon be replaced by more sophisticated documents. Let us hope that many of them will soon be archaic, that they will no longer be needed because of the progress which we shall make. We must remember that policies, that conferences, that speeches do not help people. People help people. It is people who must translate policies into action in each state, in each local community. The success of this conference will ultimately be measured by the number of retarded persons who will, as a result, live fuller and more meaningful lives.

EDUCATION FOR EVERY HANDICAPPED CHILD

by

Edwin W. Martin
Associate Commissioner
Bureau of Education for the Handicapped

"It was the best of times . . . it was the worst of times . . ." Several weeks ago, Art Buchwald wrote a column on the problems of trying to write while on vacation in Martha's Vineyard and used this best of times - worst of times quotation without identifying its source. Since then I've racked my brain trying to remember its origin. It conjures up for me the image of Snoopy sitting on top of his dog house with his typewriter beginning a novel destined to be a powerful sequel to Moby Dick. Only in Snoopy's case, I'm sure it will be an adventure about a great white cat. Bill Fitzgerald of our office of Public Information has solved the riddle for me by identifying the quote as the opening lines of Dickens, "The Tale of Two Cities." "It was the best of times - it was the worst of times." And so it seems to me we might describe the status of programming for mentally retarded children.

Several months ago in talking to the Mental Retardation Planning Board in New Jersey, I mentioned the practice in Edwardian England of paying the keepers of Bedlam to harass the inmates for the amusement of the on-lookers. While this callous indifference to the human dignity of handicapped people is no longer with us, we still are surrounded by more subtle symptoms of the same problem. Less than half of the six million school age handicapped children in the United States are receiving an appropriate special education. Between 500,000 and one million handicapped children are excluded from the public education system entirely. Our public residential institutions, while much

improved, still average more than a thousand persons in enrollment, with the majority of mentally retarded persons in dormitories ranging from 25-100 persons in size. There are still many hours of the day given over to nonproductive sitting and waiting. And outside, in what we call "the real world," the rights of handicapped people in legal affairs, in transportation, in access to public places, in finding jobs continue to show a consistent pattern of violation and discrimination. When your child is turned away from public education, and there is no recourse to you, it is "the worst of times."

I have with me a copy of the Policy Statements on the Education of Mentally Retarded Children which were adopted by the Board of Directors of the National Association For Retarded Children in April of this year. I can't tell you how much I admire the document as a statement of principles which should guide our activities. Let me quote from the first policy statement: "Public school education must be provided for all mentally retarded persons, including the severely and profoundly retarded. There should be no dividing line which excludes children from public education services. If current educative technologies and facilities are inappropriate for the education of some retarded persons, then these existing educational regimes should be modified." In the same month the United States Commissioner of Education, Sidney P. Marland, Jr., urged the adoption of the national goal to provide full educational opportunity for every handicapped child in the nation by 1980. Commissioner Marland said, "The right of the handicapped child to the special education he needs is as basic to him as is the right of any other young citizen to an appropriate education in the public schools. It is unjust for our society to provide handicapped children with anything less than the full and equal educational opportunity they need to reach their maximum potential and obtain rewarding, satisfying lives." For the first time in our history, the

chief education spokesman for the United States has made education of the handicapped a priority of the Office of Education and has articulated the kind of a public policy position that is in a hundred percent agreement with a policy statement developed by the National Association for Retarded Children. It has not been unusual for us to have advocates within the Office of Education, specialists in education of the handicapped, who would articulate a position that might be identical to one proposed by a group of parents and professionals interested in retarded children; but it is unusual to have a general education spokesman, the leader of the Federal government's efforts, take this stand. And so as we look forward to a national public policy of education for every handicapped child - we face the "best of times."

As I have reviewed the programs serving retarded children which were administered by the Bureau of Education for the Handicapped, I am struck by the very real progress which is being made in each facet of special educational programming in which we are involved. Over the last five years the numbers of children in state operated schools and hospitals who are receiving an education has more than doubled. At the same time the number of children who are the educational responsibility of the state and who are being educated in large residential programs has decreased. The rise of community programs for day care and early training of children has resulted in the percentage of children receiving state educational training on a residential campus dropping from 99% to about 84%. I'm particularly pleased by this trend because our federal support for education of handicapped children in state schools is a rapidly growing program, now approximately $55 million dollars per year, and it provides a substantial grant of some $300-$400 per child to assist in their education. While we have been delighted to see the development of real classroom instruction in state schools, to see the training of teachers,

to see the beginning of preschool programming, we have at the same time wanted to encourage the education in their home community of as many children as possible.

Preschool programming for retarded children is another extremely promising area. Our interest in this area extends from programming for disadvantaged youngsters of functionally retarded parents aimed at preventing those youngsters from functioning as retarded people in our schools, to programming for very seriously retarded youngsters in state schools. In each of these areas marked progress is being made. Several years ago when Congress was considering the Handicapped Children's Early Education Assistance Act, I remember discussing the new program with Elizabeth Boggs who has made such a tremendous contribution to the organization, especially during her years of legislative advocacy. At that time, I assured her that we would stimulate preschool programming for seriously retarded youngsters and that we would not let an arbitrary age limit rule out these children. This year we will be supporting 75 model preschool programs across the country. The largest number of them will include mentally retarded children.

Of particular interest to us has been a program developed in the Sunland Hospital in the Miami area. There the project staff began to work with youngsters who were judged as very poor candidates for educational programming. Their success in showing that even these most severely and multiply handicapped children could profit from education and training has been recognized. Now each of the state schools in the Florida system will be attempting to follow their model. At the same time, we have been watching with interest the research which Dr. Rick Heber is doing at the University of Wisconsin. The early results seem to demonstrate that very early, intense personal contact and intervention with youngsters, who are almost certain to be retarded, has prevented their functioning at a retarded level.

Across the country preschool programming for retarded children is rapidly growing, a great deal of it under the auspices of your organization. Your leadership in this area is truly to be commended. It was not so long ago, when I was in school, and now that I think of it that was pretty long ago, that preschool programming for retarded children was commonly felt to be a waste of time and in fact, contraindicated as possibly harmful for youngsters. The Bureau has supported research aimed at demonstrating effective strategies for learning which can be used by retarded children. We are currently supporting Herb Goldstein's work in developing a new curriculum of social learning skills which is now being tested very widely across the country. Although many people do not realize it, it is no surprise to you to know that the whole area of social behavior is a key to success on the job and in life for retarded children. Goldstein's curriculum presents what seems to be a very effective approach to teaching these fundamental interpersonal skills.

In the area of teacher education, we have seen extremely rapid growth over the last decade or so. In 1960, during the early years of the federal government's effort to begin training leadership people in the area of mental retardation, there were approximately 16 colleges and universities with reasonably strong programs. Today, there are more than 200. This year alone, we are supporting approximately 2,000 full-time students who are training to become specialists in the education of the mentally retarded. In addition, for each student being supported, the universities involved receive program support. The total enrollment in special education for the mentally retarded at these universities is approximately 20,000 students from junior year through doctoral candidates. I'd like to say emphatically that a progressively larger amount of our support for training professional people - next year this will

amount to approximately 16% of our budget - will go to support the development and implementation of new teacher training models. Increasingly, we have been encouraging the examination of standard curricula for training teachers and for the modification of those programs.

In vocational education for retarded children the record of progress is also clear. I visited a state school for retarded children not long ago in Texas and was delighted to see the variety of very useful and productive activities in which the young people were engaged. In developing our defense for our 1973 budget request, we have cited for the Secretary several examples of work-study and related programs for retarded children which have been highly effective in training young people and in helping them gain employment. These examples are by no means unique; almost every state is able to demonstrate one or more successes in this area. Not long ago I went to the ceremony in which the Flame of Hope program begun by the Social and Rehabilitation Service and the Kennedy Foundation was turned over to the workshop which had been most involved. In that program, the company is now a million dollar a year enterprise effectively utilizing the abilities of retarded persons to be productive members of our society.

Finally, there is much interest and discussion today in the increasing participation of retarded youngsters and other handicapped children in the regular school programming on integrated basis. In Texas, for example approximately 25 cities will end their program of separate classes for educable retarded children and move to an integration model using resource services. We are particularly interested in examining carefully the results of this program, and this week we are considering approval for a major research study which will measure some of the effect of this programming on the children, both the handicapped and the nonhandicapped. As a person who is interested as a result of my own professional training in the area of general semantics, I know the power of language and language symbols in shaping behavior. The effect

of the labels or constructs that we use on how we behave is a very real phenomenon. In the area of mental retardation, it seems to have both negative and positive outcomes. Much of the programming we now see today has been possible because we have been able to develop a concept of education, a concept of mental retardation,and to demonstrate the value of special education programming as one solution to the identified conditions of the children involved.

At the same time, the patterns of discrimination in our society tend also to be correlated in part with identifiable labels and concepts. This phenomenonis not unique to mental retardation,and we have seen it for centuries in relation to religious groups, ethnic groups, etc. My inclination, and it seems to me that it should be the course that we should follow in the Bureau, is to encourage the development of alternative models for education of retarded children. We should seek to do things that avoid triggering stereotypic behaviors and avoiding wherever possible the negative stigma and defects of labeling.

It seems to me that simply putting retarded children in regular classrooms in their home communities will not solve their educational problems. The whole history of special education demonstrates that point. It may be possible, however, through the use of resource teachers and resource material, and through the revision of the basic teaching of regular teachers, and through the development of special curricula, and so forth, to achieve the social and the educational gains believed possible with integrated programming.

In closing, I would like to suggest a real -- not only stated -- union between the Office of Education's goal of full educational opportunity for all handicapped children and the National Association for Retarded Children's commitment to the same end. In the next two months, the Education Commission

of the States will hold a series of regional conferences. They hope to involve state legislators, representatives of the governor's office, state school officials, and members of the public, and professional groups in discussing, on a state-by-state basis, what will be necessary to bring about full educational opportunity for every handicapped child. It is our hope that these conferences will lead to strengthened state programming, and where indicated, new state legislation. I think that the concept that we must jointly promote is the intrinsic right of a handicapped child to an appropriate education. We must vigorously renew our efforts in this regard. We must set a goal of 1980 or before in every state and every community. We must join together with the parents of other handicapped children and with our interested professional groups and set specific targets for each state. We must become active as never before on a personal basis in contacting our local school boards and school officials and our state elected and appointed officials for the purpose of securing the development of comprehensive year-by-year programs toward the full educational opportunity goal.

We know it can be done. Such programs operate now in some communities and several states are moving in that direction. Increasingly, the courts will be an ingredient in our drive toward full services. The Pennsylvania Association for Retarded Children is now pursuing full educational opportunity for every child in the courts. All of us interested in special education are watching closely the outcome of that litigation. Education for handicapped children cannot be put off because there is not enough money. Educational resources must be shared equitably so that handicapped children participate proportionately to nonhandicapped children. We cannot allow a situation to exist where the needs of nonhandicapped children must be met before there are

sufficient funds available to meet the needs of handicapped children. The right to education is an intrinsic right of every child and is not a gift to be bestowed upon the have nots by the haves in a spirit of generosity. I know you are committed to education for every child. We in the Office of Education have the same goal. As a practical man working in Washington over the last five years, I have seen remarkable progress, but I know that it has been built on very hard work and very much on the personal involvement of many people. I urge you to involve yourself personally in renewed efforts toward our joint goal. And know that when we have reached it, it will literally be "the best of times."

LEGISLATION TO INSURE THE RIGHT TO EDUCATION

by

Senator Clair W. Burgener
Vice-Chairman
President's Committee on Mental Retardation

It would take years of analysis for a man to come to understand all the forces that shaped him into the kind of person he ultimately becomes, and brought him to the position in life which he occupies. Yet, without such a time-consuming analysis, anyone can look back and see crossroads where he made choices among turns in the road which profoundly affected his future. Years ago I made such a choice -- at a turn in the road marked "Education for Retarded Children." The decision I made to turn at the junction tied me to this cause and movement. It provided much of the motivation and thrust that brought me into the political arena, and it accounts for my being here today.

Let me digress a moment to tell you about this because I think it says a great deal about human nature and about how things get done -- what we call social action. All of us parents know about the "three stages": "Why did this happen to me?", "What can I do for my child?", and finally, if we mature, "What can I do for all retarded children?" My son was about five years of age when I reached Stage III. I remember it started as a heavy feeling of obligation that I must "do something for these kids." I had no idea what needed to be done or what I could do or even how many such children there were. Almost accidentally -- or was it? -- I came across a small band of rather remarkable people who were in the process of forming a local parents' group in San Diego -- and something happened. I had intended to give them a hand briefly, to help them get started, but the next thing I knew they were helping me! In trying to recall how I got so "involved," I have often wondered just what it

was they had that attracted me and held me. My own need, of course, but maybe it was also their blind faith that they could move mountains, and their audacity to think that they could change the world! But, together with others like themselves, they did, you know.

In any event, I joined the fight -- at that time in California the "Fight" was to get mandatory education for the trainable retarded into the public schools. One would not think this should have been so hard to do -- it only amounted to saying that children who need a special kind of education are just as entitled to it as those children who need a more conventional kind. But to this day for all our work and all our fighting, only 20 states in the Union agree to this legislatively. Everyone says (with their mouths) that education is for all children, but many still rationalize their not implementing this professed belief by saying that what some children need is not "education." I perhaps consider my most important contribution the part I played in convincing the great State of California that not only classes for the trainable retarded but our Development Centers for Handicapped Minors which serve our most multiply-handicapped and profoundly retarded children down to age three (and we are talking about 18 months), are the responsibility of the Department of Education. I am delighted to have in print for all to see NARC's policy statement: "All education for retarded persons must be the responsibility of the public schools regardless of the pupil's level of retardation."

As far as I am concerned our most basic position is, and always has been, that whatever a child can learn is his education -- that however limited the capacity or unorthodox the learning process, every child has a right to know as much about the world and about himself and about life as he can absorb. Until this concept is accepted and supported by society, and certainly by all our educators themselves, we will have a seriously weakened foundation on which to build any kind of a future for the retarded.

As an aside here, I might add that in the not too distant future I predict our movement will have to pioneer in another area. As it was our role to redefine what "education" is, it will become our role to redefine what "work" is. As long as the only work that is truly recognized and honored as such is competitive employment in the open labor market, a large percentage of our retarded children are doomed before they start getting any education at all. To my way of thinking there are innumerable kinds of honorable work. I believe, for example, that it is the "work" of a sick person to attempt to get well. I believe it is the "work" of a retarded person to become as independent as possible, and if the degree of independence he can achieve is minimal, it is his work nonetheless, and it is just as important and just as worthwhile as anyone else's work.

Early in my retardation career, I realized that much of what would have to be done would call for legislative action. My own interests and abilities -- and ambition, if you will -- lead me to recognize that I could serve best in that area. In my own local unit we called this "working from the inside." My very first bill was Mandatory Education for the Trainable Retarded and, of all my subsequent bills, this one remains closest to my heart. When I learn that now over 10,000 children in California are in such classes, when I go to one of their graduation ceremonies, or visit a preschool class, or a workshop for postschool retardates, all outgrowths of our efforts, I enjoy the rewards our work brings, <u>but I never forget we have only scratched the surface</u>.

Legislation in a democracy is the distilled essence of what the people in our society really want. As a legislator I am often surprised at what people will and will not support at any given time. It is my job to pre-guess which is which with reasonable accuracy if I am to survive politically -- and I really am trying to do that! Most legislators, I think, would like to do a good job in the public interest -- although what the public interest is cannot always be

so easily determined as you might think -- but, first of all, they want to get re-elected. To expect them to support unpopular causes is unrealistic. So it becomes your job to generate the support for the programs which the retarded must have and to convince your legislators that they would have such support. It also becomes your job to "educate" your legislators, as my friends and my son educated me, so they will understand, and in turn, help their fellow legislators understand the needs of this part of their constituencies.

To go back to my own state, and to the years preceeding 1963. (I mention 1963 because that was the year we achieved passage of the legislation which mandated classes for the "trainable" mentally retarded in every school district in the state.) Prior to 1963, the situation was such that each of the 1100 school districts in the state had their option to provide these classes or not provide them -- as the governing board saw fit. If they opted to provide the classes, the state (with its much broader tax base) would pay the local district for all the excess cost of their special program. In other words, the philosophy was and still is, in our state: The local district would pay that amount of money for each child as they were paying for the "normal" child in the regular program -- and the excess cost (because these special classes cost a great deal more -- smaller teacher-pupil ratio, matron or teacher-aid, transportation, etc.) would be reimbursed by the state.

For the many years this program was "permissive" or "optional" with each district and as a result, there was wide discrepancy in available programs. In a district where the school board was "educable" or even "trainable" the retarded child was fortunate indeed. But in fact, in far too many districts there was no program at all. The forward looking districts which provided the classes were penalized by a disproportionate number of families with mentally retarded children moving into the district.

For these, and other reasons, legislation was enacted which guaranteed then, and still does, a public school opportunity for the trainable mentally

retarded. It is perhaps a legislative and historical curiosity that a bill, almost identical to the one I am describing, failed passage, on the last night of the session -- some ten years earlier. While we mourned the loss of that measure for many years -- I really believe we had not done our homework sufficiently to set the proper climate of understanding and acceptance in the professional education community. We can, in many instances, legislate till the cows come home; and if the community doesn't understand or isn't convinced of the need, there will develop countless and rather imaginative ways to circumvent the legislative intent. It's kind of like the new year-round schools for regular education. (Parenthetically, I was pleased to author the legislation creating the year-round schools in California this year.) They're springing up all over the country and I believe they make a lot of sense. There's really nothing new about running our schools 12 months each year -- such plans have been advanced since 1900. But it is only in the last two or three years the public has been willing to accept them -- and so they work.

And so it is in our field -- just as we work to educate school boards, and school superintendents, and administrators, we must constantly work to educate the general public.

As we look back over the past twenty years in the parent movement for the mentally retarded, we come face to face with the realization that it has been the parents of the "trainable" or in other terms the "moderate," "severe" or "profoundly retarded" who have been the "movers and shakers" in our effort. Conspicuously absent in any great numbers have been the parents of the "borderline" and "mildly" retarded. In school parlance these are the EMR's -- or the "educable mentally retarded." I believe there is a relatively simple explanation for this -- and I say this with absolutely no criticism of the parents of the mild or EMR youngsters: I believe those of us who are parents of severely or profoundly retarded children had absolutely no choice but to admit our child

was really quite different from the norm. Not so with the parent of the EMR, a borderline or mildly retarded. They could say "my child isn't different -- or if he is -- he's only a little different" -- and so, quite understandably, these parents, who outnumber us greatly, stayed away from our organizations in droves. They stayed away from anything that would tend to attach a label to their child which they felt would be either demeaning or self-defeating. And who is to say these parents were wrong? If the label reduced community expectations -- what reasonable person wouldn't avoid it -- if he could? And besides, their child really isn't all that different -- is he?

And yet the parents of the borderline and mildly retarded promise to be one of our greatest resources. Maybe because there are so many of them. And to the great credit of those valiant pioneer parents of the moderate, severe, and profoundly retarded, they have created a hard won climate of public understanding and acceptance that may enable the EMR parent to join the fold with scarcely a community raised eyebrow.

And does this not bring us to the entire area of testing, labeling and placement of children with problems in our public schools? NARC has done and said much on this. Their "Policy Statement on the Education of Mentally Retarded Children" -- as adopted by their Board of Directors in April of 1971 -- is a moving and comprehensive statement on this entire area. I commend it to each of you for your most careful scrutiny.

The President's Committee on Mental Retardation, of which I am indeed honored to serve as Vice Chairman, has done yeoman work in this field. Work which started long before I joined their ranks. "The Six Hour Retarded Child" is an excellent document which attacks head on the problem of the child who functions as a retardate mostly for the six hours he attends public school. And for the remaining 18 hours, his adaptive behavior at home and in his familiar community is satisfying to him and reasonably productive to society. And the President's Committee recently, with the help of other cooperating agencies,

public and private, conducted an outstanding nationwide conference on the subject. This was the "Monte Corona Conference," held in California, the results of which are now being published in booklet form, and we invite your careful study and criticism.

After some rather extensive legislative suffering, and a rather traumatic false start, we hope we have achieved in my home state at least a temporary workable solution for testing, labeling, and placement of the educable mentally retarded. You are all very much aware of the unhappiness of a large group of parents -- in many parts of our nation -- who claim their children have been falsely labeled as mentally retarded and placed in special (or sometimes painfully not so special) classes. The result, they said, was reduced teacher, family, and community expectation -- a damaging label -- and a shunting away from the mainstream of education and life in general. They said the testing process came right out of the "establishment's" white, middle-class, anglo-saxon culture -- and it made little or no effort to bridge the language and environmental barrier.

Before I describe our "for now" solution, permit me to make an observation or two about some terms we continue to misuse. I still hear, upon occasion, my establishment, middle-class compatriots using the terms "culturally deprived" or "culturally disadvantaged" when describing black or brown -- or any other color kids from the ghetto or the crowded inner cities. The minority populations bristle with righteous indignation at these patronizing and grossly erroneous labels. They are not "culturally deprived or disadvantaged" -- they have a profoundly rich culture. They may well be "nutritionally deprived" or "opportunity deprived" (or economically deprived), or a zillion other deprivations -- unrelated to their culture -- a culture, from which, I submit, the rest of us could profit greatly -- if we only would.

But -- back to our temporary solution in California. Our new law says that it shall be the general policy of the state that youngsters who test higher than about 70 on the standard I.Q. scales shall not be placed in special classes and labeled "mentally retarded." But the law provides for exceptions. It also says that the testing shall be done in the language best understood by the child, and that heavy emphasis shall be given to his adaptive behavior in his home and his local community. It says that his family will be involved in conferences (in their native language) with the school people and that the family will be an integral part of the whole process. This approach will hopefully ferret out the differences between functional or pseudoretardation -- and yet recognize that both kinds need a special kind of help. And the law further says that once a special class placement is made -- there's really nothing permanent about it -- an annual re-evaluation of each child is a must -- at the very minimum.

And how about those who do get the label -- and the special class? (And hopefully that special class is really "special" in quality.) Their teachers, those very unusual and gifted human beings, constantly ask me -- "Can't we have the special class and the special help -- without labeling the child mentally retarded? Their point is valid indeed, and yet it took many years for us to achieve acceptance for the term "mentally retarded" in place of the traumatic "imbecile, idiot, and morons" -- terms which have now largely become standard nomenclature for those of us in political office to refer to each other.

But the desire to do away with the label "mentally retarded" is a constructive desire and an idea whose time I believe has come. I leave it to your collective wisdom to coin a new label. A meaningful but less damaging label. (Assuming we need a label at all.) The nation is ready for it -- and it will be another giant step toward "normalization," toward these special children obtaining full partnership and a "piece of the action" in our world, which is indeed, everyone's world.

But now, suppose through our meetings, meetings such as this one, our conventions, our work sessions, our countless local chapter meetings, coffee klatches and rap sessions, and the thousands of news bulletins, speeches, press releases, and personal letters that form the chain of communications that binds us together, we emerge with a policy representing consensus. A classic example is the excellent NARC Policy Statements on the Education of Mentally Retarded Children, to which I referred earlier. How do we translate these into programs for our children, youth, and adults?

One important arena for action (though by no means the only arena) are the 50 state legislatures and the Federal Congress. (This is not forgetting the various local governments, including school districts which play a vital role in the total picture.)

For a moment let us speculate on the techniques of developing political influence -- or "muscle" -- or "clout" -- or whatever label you choose to attach to the politics of getting things done.

In my judgment this technique is no different than any other human relationship. As in any effective and lasting salesmanship effort, first you make a friend, then you make a sale. The value of the friendship and personal relationship with the legislator cannot be overestimated because it isn't going to be a "one-time" sale. You're going to need this legislator on a continuing basis -- over the years -- on many issues -- some direct -- some peripheral. His education in our field is a key and fundamental part of the whole effort. And don't expect him to be with you 100% of the time, remember he has other pressures and problems (how well I know). But if you establish the right relationship -- and I submit the "right" relationship is one of mutual respect, confidence, and trust -- you'll find your batting average exceedingly high. You must provide him with the answers for his general constituency as to why his actions on behalf of the retarded are truly in the public interest.

It will come as no surprise to you that legislators are very ordinary human beings, endowed with both the human frailties and strengths found in us all. As I mentioned in my opening remarks, don't expect them to support grossly unpopular causes. But of course, we're all right there, none of our causes are. There is no substitute for the personal visit. In the case of the state legislator, the home district office when the legislature is not in session, is highly recommended. And the atmosphere can be quite relaxed when he doesn't have before him a decision on how to vote on a difficult bill.

Try something unusual. On your first visit, tell him you don't want a thing, except to get to know him (or her) better. When he recovers from shock, he'll be in a great mood for you to begin his education. I don't believe in militancy because I don't believe it produces results, except negative ones. But this "soft-sell" initial approach must in no way be confused with a lack of firmness or strength of purpose.

But why all this elaborate procedure? Don't legislators automatically vote for all the good things and against the bad? No, indeed, and usually we make our major legislative mistakes because of a failure of communication or a lack of knowledge. Because no one really told us, so don't fail to tell.

Our children need a solid body of law to guarantee their place in life. They sometimes need the courts (witness the great Pennsylvania decision) to interpret that law. The law need not necessarily spell out how we must educate, treat, and train, but it must guarantee who we must educate, treat, and train.

We ask not that our children be educated or trained "instead of" other children, but "along with." I have always believed that the special child will grow, and flourish, and prosper, so long as all children grow, and

flourish, and prosper. And we ask -- indeed we demand -- that whatever total effort the public makes on behalf of the education of young people, that total effort be shared with all children of whatever station or capacity.

This will never happen by itself -- nor automatically. It will happen only if people like you continue to make it happen. I especially enjoy people like you -- you stimulate and inspire me -- and why? Because you have demonstrated by word and deed that you have come to realize that the true value of a human being does not equate with intelligence quotients, with physical perfection, or with behavior that presents no problems. The true value of a human being is in being on this earthly sphere, and in life itself. I wish you Godspeed in the deliberations of this vital meeting.

INFORMATION AND PRACTICAL POLITICS*

by

Alan Abeson

Alvin Toffler, in the hotly debated book, Future Shock presents some literally unbelievable statistics about the rate of change which is occurring today. He sets the stage for discussing the recent rapidity of change by indicating that, if the last 50,000 years of man's existence were divided into lifetimes of approximately 62 years each then there have been during that 50,000 year period of time, 800 such lifetimes. Incredibly, of these 800 lifetimes fully 650 were spent in caves. Further "only during the last 70 lifetimes has it been possible to communicate effectively from one lifetime to another - as writing made it possible to do. Only during the last six lifetimes did masses of men ever see a printed word. Only during the last four has it been possible to measure time with any precision. Only in the last two has anyone anywhere used an electric motor and the overwhelming majority of all the material goods we use in daily life today have been developed within the present, the 800th, lifetime."

With regard to the production and output of goods in today's advanced societies Toffler indicates that about every fifteen years is a doubling of the total amount of such goods. He says "this means generally speaking that a child reaching teenage in any of these societies is literally surrounded by twice as much of everything newly manmade as his parents were at the time he was an infant. It means that by the time today's teenager reaches age 30, perhaps earlier, a second doubling will have occurred. Within a 70 year lifetime perhaps five such doublings will take place-meaning, since the increases

*Great appreciation is extended to Fred Weintraub for contributing many ideas, concepts, and words to this paper.

are compounded by the time the individual reaches old age the society around him will be producing 32 times as much as when he was born."

Another example pertains to man's development of knowledge. Toffler indicates that man . . . " has been storing up useful knowledge about himself . . . for 10,000 years." Prior to 1500 and the invention of movable type " . . . Europe was producing books at a rate of 1,000 titles per year. This means, give or take a bit, that it would take a full century to produce a library of 100,000 titles. By 1950, four and a half centures later, the rate had accelerated so sharply that Europe was producing 120,000 titles a year. What once took a century now took only ten months. By 1960, a single decade later, the rate had made another significant jump, so that a century's work could be completed in seven and a half months. And, by the mid-sixties, the output of books on a world scale, Europe included approached the prodigious figure of 1,000 titles per day."

In the area of scientific knowledge, Toffler quotes biochemist Philip Siekevitz who states that "what has been learned in the last three decades about the nature of living beings dwarfs in extent of knowledge any comparable period of scientific discovery in the history of mankind."

Documentation of change can occur endlessly and even as the evidence for change is being presented, it too is changing. It appears that there is no longer a status quo. The tide of change while perhaps most obvious in areas of goods production, transportation, and written information is also occurring in obtaining educational opportunities for handicapped children.

For many years and today in many places persons concerned with the education of the mentally retarded and other handicapped children annually mount a campaign usually directed at state legislators to convince them that educating these children is a "nice and a right" thing to do and that it would look good on their voting record and besides, didn't cost very much. The

appeals were made on the basis of obtaining some relief for some children, not total relief for all children. What was being sought were crumbs; and as I'm sure many of you will recall, the feeling you had when participating in hearings, testimony writing or conferences with legislators was that you were coming in with your hat in your hand to ask quite literally for charity which is dispensed by the state at their discretion. One can look back at old federal testimony and see a statement that says "give us $50 a child" which may also say these children may or may not be worth more, but at least give us something - charity. Similar statements and logic are being used today throughout the country but less frequently than used to occur for as Dylan sung and Toffler documents, "The times they are a changin."

It is very interesting to sit at my desk as the Director of the State-Federal Information Clearinghouse for Exceptional Children at The Council for Exceptional Children and monitor the laws, rules and regulations and other legal data and requests for this information that pertains to the education of the handicapped at the state and federal level. It is interesting because what I am seeing documents the changing nature of the basic position which those involved in obtaining education for handicapped children are beginning to take. Let me tell you about some of the items I have seen recently and what I think these mean.

1. I received a letter from New Jersey that read as follows:

   "I am a member of the board of education, involved in a committee evaluation of where we are going in the special education field, and would like a listing of items on how school boards, and the general public, can understand and participate in the planning and evaluation of such services."

2. Another letter came to me from the chairman of a university special education department which said, "I am working up

a law suit related to the "right for education" issue for children who are handicapped and who have been denied entrance into public schools or who are not receiving an appropriate educational program."

3. The State of Washington passed a law that is titled "Education for All" which makes mandatory the provision of education for all handicapped school age children beginning in 1973.
4. The Alabama legislature passed the Alabama Exceptional Child Education Act which among other things mandates programs for all handicapped children by 1977 as per approved plans which include incremental program expansion beginning in September, 1972. Extremely significant, however, is the following provision which applied to the duties of the state board regarding plans and adherence to plans: "If an approved plan cannot be worked out satisfactorily, the state board of education shall provide a plan which shall be binding on the school board . . . The state board of education shall have the primary responsibility for enforcing compliance with such plans and with compliance of school boards with its regulations and the requirements of this Act. If any local board fails or refuses to implement the plan provided for under this Act, the Attorney General shall upon the request of any private citizen, bring civil injunctive suits to enforce the implementation of such plan. If the state board fails or refuses to carry out any duties required of it by this Act, the Attorney General shall upon the request of any private citizen, bring civil suits in Montgomery County to require that such duties be performed." (Sec. 55.13)
5. An attorney general's opinion was sent to me by a friend in Delaware regarding the voting rights of the retarded. The opinion

was sought because the Delaware constitution, Article V, Section 2 provides that ". . . no idiot . . . shall enjoy the right of an elector . . ." and Title 15, Section 1701 of the Delaware code provides that ". . . no idiot . . . shall be held or constituted a qualified voter." The decision was ". . . a person is precluded from voting by reason of idiocy when he is so severely mentally retarded that he is not trainable, incapable of improvement, unable to care for himself and demonstrates a complete lack of understanding."

6. The Council for Exceptional Children developed and submitted a brief to appear as a friend of the court in the Pennsylvania Association for Retarded Children case. You will be hearing a great deal about this case during the next few days, but let me quickly indicate what was involved and more importantly what was resolved. Basically the case involved a suit against the state of Pennsylvania and its local education agencies by a group of parents who contended that appropriate educational programs to meet the needs of all the mentally retarded children in the state were not being provided. A draft of the agreement that is being sent to the court contains the requirement that the state provide "free public programs of education and training" for all the mentally retarded children in Pennsylvania. To reach this level of service the state within a year must: (1) identify all children affected; (2) evaluate all the affected children; and (3) plan for servicing and placing of all affected children with clear adherence to procedures of due process. To insure that these conditions are met, it is suggested that th court appoint a master who will be required to oversee adherence to the decision.

This change that is coming about is one which is built upon the foundation of changing our posture from seeking charity for these children to one of demanding the rights of these children. The message that is becoming resoundingly clear through the activities of the courts, the legislatures and other public policy bodies and their members proclaim that no longer are those who are interested in education of the handicapped going to be debating with legislators, school boards, county boards and executive branches of government the question of whether or not handicapped children are entitled to an education. No longer are states going to be permitted to avoid their constitutional responsibility of providing education for all children. No longer are the handicapped going to be excluded, delayed, postponed or cast aside. Congressman Hugh Carey from New York, the father of much federal legislation for the handicapped recently wrote that, "It seems to me that equal educational opportunities for handicapped children can be no less justified than equal opportunity for any other child."

It is difficult to accept the full meaning of this change in approach for we have all been conditioned for many years to little doses of progress. The speed with which this change has occurred has produced in many of us the disease - Future Shock - "dizzying disorientation brought on by the premature arrival of the future." If this is a disease,we must get well and this can be done by moving forward.

In fact this postural change requires that all of us engaged in efforts to expand opportunities for handicapped children through government must also change the focus of our operating political action principles. In the recent past the political action skills that we have been refining have been primarily directed at the legislatures of the land. We are now learning from the Pennsylvania and other cases that the judicial system is fertile ground for improving the state of opportunity. For too long, we have neglected to mount efforts to influence school boards at the local, county, cooperative or state

levels. Yet, these are persons who are making key decisions about the daily education of handicapped children. These are often the people who choose between new football uniforms or the hiring of an additional speech therapist. These are the people who in a Maryland county when faced with a money crisis decided that the least important educational area to support was special education. These are the people who when the weather gets bad permit the rapid cancellation of school for handicapped children.

Similarly the attention of political activists in the area of the handicapped has not been directed toward operatives in the administrative branch of government. These are the persons that implement law in the many agencies of the state that have various responsibilities for the education of handicapped children. These are the persons who establish the definitions that determine which children get into what programs. These are the people who often after the passage of legislation are left alone to develop by themselves the rules and regulations and procedures that are used to operate the law.

Another group of persons that also have the capacity for directly influencing educational opportunities for handicapped children is the public. These are the people who in many jurisdictions elect school superintendents, and school boards and who all elect mayors, governors, councils, congressmen, senators and presidents. These are the people who make up the membership of The League of Women Voters, the American Association of University Women, The Lions, and all community organizations. And also these are the people who vote for or against school budgets and bond issues.

None of these persons are necessarily our enemies, yet neither are they necessarily our friends. The vast majority of these persons are simply ignorant or unaware of the existence of handicapped children and the fact that they need special educational programs, special facilities, special materials, and special teachers that while all of this may cost more while children are

in school, many of these children will ultimately be contributors to society. Clearly, this change in our basic posture calls for educating all of these persons as to the needs for educational efforts for mentally and other handicapped children. Since there will no longer be tolerated the debate as to why we should have such programs, we must be prepared to tell all of these persons exactly what we will need to do the job, how much it will cost, how it will happen.

It must be pointed out that in commenting about these changes in posture, that I am not maligning any of the past efforts that occurred. There is no question that progress has been made. At the federal level alone the amount of dollars for the education of the handicapped 10 years ago was one million. Today, it is 210 million. It is quite possible that without the approaches used in the past, we might not be in the position today of demanding or changing anything.

The important point is that what we have done in terms of political action has been effective but narrowly directed. What I am saying is that the techniques used to reach legislators must be expanded, made more sophisticated and must be multifaceted to reach many other kinds and groups of people. These kind of efforts are challenging for we have little experience in some of these areas and many of us are rather comfortable because our children have found programs. The facts are, however, that many retarded children have not been identified, evaluated, placed and educated. Many of the estimated one million children excluded from the schools today are mentally retarded and who knows how many children are on waiting lists for how many programs?

To effectively operate within the many systems that we must reach, it is essential that we continue to refine and broaden our political action skills. One of the few commodities we have available to use in this process is infor-

mation. As we have learned, it is the wise use of this information which will enable us to more and more effectively influence these systems.

To effectively utilize information to bring about change requires an understanding of some basic principles of political action. To begin this discussion, let's go back to an earlier point that many decisions made about or unfortunately not made about educating handicapped children occur because of decision maker ignorance. In other words, those people making or not making decisions for a variety of reasons often do not have the information needed to make the decision.

The first reason for this may be that the decision makers have little interest in many of the matters that require decisions. Stop and think of the many decisions you make and how many happen very quickly simply because you are not interested.

A second reason why decisions are often made in ignorance is because people making decisions simply have too many decisions to make. Last week I was reading my weekly community newspaper which features a column from a school board member representing the area where I live in Virginia. The comments of the board member were directed to the wide variety of matters that come before the board that require decisions. Some of the examples mentioned were the naming of schools (not an insignificant problem because in my county there has been for some time an average construction rate of a classroom a day) the development of a policy statement and conducting of hearings on that statement regarding human relations, selection of architects for school building projects, evaluation and recommendation of new curricula, negotiating teacher salaries, planning for financing, selecting administrators and on and on. It must be added that if as one attempts to make better decisions, the more information that becomes available for consideration the longer it will take for

each decision to be made, thus resulting in less time to make increasing decisions.

Very frequently after decisions are made by, or as I have indicated not made by, public policy makers, we are often very critical and ask how they could have been so wrong as to pass that law, to create that resolution, develop that regulation or ignore that matter. The question that then must be asked is, did we in fact tell them to do otherwise. When one considers the fantastic amount of information that comes into the hands of public policy makers daily and the equally numerous decisions that need to be made, it is readily understandable why they make many decisions in ignorance.

Frequently decisions are made which are strangely different from what we had expected because we thought we had correctly conveyed our needs to the decision makers and obtained from them agreement to our position. While there are many reasons why this could occur, one which is most consequential is that when we deal with these public policy makers we frequently suffer from using language which only we understand. Have you ever tried to explain to persons the difference between handicapped and disadvantaged children? How many times have you had to explain the difference between the mentally retarded and emotionally disturbed? Since many public policy makers, as I indicated earlier, are the community themselves these persons do not have our expertise in the areas relating to the education of handicapped children and may be confused or angered by the vocabularies that we use.

I had the fortunate experience of attending the hearing that was conducted in the Eastern District Court of Pennsylvania regarding the Pennsylvania case which I mentioned earlier and was most interested to note the language used and the questions asked by the three judges of the very, very expert witnesses that were testifying. One of the questions one of the judges raised

early in the hearing was what is the difference between mental retardation and mental illness. What this says is that yes-information, but make it understandable.

One of my favorite stories is an old parable about a grasshopper and an owl. The grasshopper was suffering from severe pain each winter due to the cold and after a number of very painful winters in which all of the grasshopper's remedies failed, he decided to present his case to the most esteemed and wisest consultant of the animal kingdom, the owl. The owl patiently listening to the grasshopper's story of misery prescribed a simple solution. "Simply turn yourself into a cricket and hibernate during the winter." The grasshopper jumped joyfully away after receiving this information and was delighted to pay his fee. Later, however, after discovering that this important knowledge could not be transformed into action, the grasshopper returned to the owl and asked him how do I perform this metamorphosis. The owl as dignified as possible, replied 'look I gave you the principle, it is up to you to work out the details.' My purpose in repeating this parable is to indicate that there are practical applications to the principles I have been discussing. To illustrate some of these I would like to present an example of some of the information needs of public policy makers and how consideration of them and also meeting these needs can influence their decisions.

The school board of school district X at their meeting next month will consider how to allocate a surplus of $50,000 in the school budget. Three proposals have been made.

1. The teachers of English have proposed that the ninth grade basic literature book which was adopted in 1950 be replaced by a newer book reflecting current literature trends and that a committee be financed to develop a course study to accompany the book.

2. The Boosters Club for the football team with support of the coaches have proposed that new uniforms be purchased for the team. They argue that new flashy uniforms will help promote the team image, thus stimulating community interest and attendance at games, and producing additional revenue for the school district.
3. A group of parents of speech handicapped children, a speech and hearing professor from the nearby university, and the director of special education have proposed that two additional speech therapists be hired to meet the demand for such services, stimulated by the district's hiring its first speech therapist two years ago. The two additional therapists this group anticipates would be able to serve the population presently identified.

There are three members on the school board, Mrs. Sally Sweetsyrup, Mr. Norrie Noster, and Miss Deborah Demarcus. The first principle we should know is that each member of the board has an existing predisposition to each of the proposed items to be considered. It is hard to imagine a board member that does not have some feeling regarding football. Since they all attended school, they may have opinion about school literature programs. Chances are they had little contact with the speech program, but may have had personal contact with someone with a special problem.

Another principle is that while the three proposals may not begin on equal footing,they have equal potential for success depending upon the efforts of the interest to influence the decision. In order for the interests to accomplish this, they will need information.

First, who will make or influence the decision? Within any decision-making body, each member will vary in his or her power to influence the decisions of that body. In many cases this power is delegated to committees and

their recommendations are generally acceptable to the body at large. If the interests' resources are limited, they will want to be sure to focus on those individuals who: (1) can influence others, and (2) have a reasonable potential for being converted to the cause, or at least neutralized. Don't waste time with lost causes such as: Mr. Noster whose son is quarterback on the football team.

Secondly, the interests will want to assess the information needs of the decision makers to be influenced. In doing this, they should consider the following levels of information understanding.

1. Basic understanding -- very simply, the measure before us is intended to do the following. It will cause us to hire two new speech therapists and supportive services for a cost of $45,000.
2. Impact understanding - by adopting this measure, we will make it possible for 200 children in need of speech assistance to get that service which may have great bearing on their future personal and academic success.
3. Power understanding - by voting for this measure, supported by Mrs. Sweetsyrup, I will gain her support in naming the new high school after my father.
4. Status maintenance understanding - a survey of my constituents indicates their overwhelming preference for new uniforms. I plan to run for re-election next year, I'm not sure I can go against their wishes.
5. Personal understanding - Miss Demarcus notes "My sister has a serious speech problem that was never corrected. It has had a damaging effect on her life -- we can't let this happen to other kids."

The third point the interests will want to remember in influencing decision makers is that information as a resource changes in value over time and thus constant reassessment is necessary. Several years ago the school board members were satisfied with data documenting the number of children to be served. Today they are requesting cost-benefit data -- the speech interests will have to do new research.

Another reason why the information needs of policy makers must constantly be reassessed is that we are not the only one providing inputs into the system and that what was agreed upon today might change by tomorrow.

Finally, remember that one of the best actions is to reinforce the past appropriate behaviors of policy makers. Two years ago the football boosters club held a big rally to dedicate the new football stadium. The board members were given awards and had their picture taken at the opening of the stadium.

Another way of looking at the information needs of public policy makers in terms of basic understanding and impact understanding is to consider specific kinds or types of information.

Kinds of Information

Statistical - Data that rapidly conveys progress, needs or status quo - may include numbers of children needing services vs. those getting it; number of staff needed vs. those available, dollars needed, etc.

Research - Data that summarizes in easy to understand language gains made from projects that bear on legislative proposals - such as IQ gains, occupational adjustment, children identified, etc.

Trends - Data that illustrates the direction the field is moving particularly as reflected in the legislation of other states federally and locally.

Direct Effect of Legislation - Progress made in direct response to the passage of legislation such as increases in the number of children served, number of teachers trained, etc.

Human Needs - Much of the above type of information but expressed in terms of case histories, individual problems, individual triumphs, etc. can have great impact.

There are a vast number of practical considerations to be considered in the utilization of information. For example, it is essential that information provided to the public or public policy makers is accurate. The relationship you want to achieve with the recipients of this information is that they will learn to come to you for more and more information. However, you do not want them to come back to haunt you because of poor or inaccurate information provided the last time.

Related to this principle is that information must be presented honestly. I recently heard of a state where a mandatory law for special education was recently passed but without money. Now that overtures are being made to the legislature about the amount of money needed to provide for an estimated 150,000 children, the legislators who initiated and supported the bill are saying the number they had originally been given was 15,000 children.

I think that the most effective way to learn the principles is to engage in the process. Future shock is upon us but as Toffler concludes his book, so too would I like to close this presentation. "By making imaginative use of change to channel change, we can not only spare ourselves the trauma of future shock, we can reach out and humanize distant tomorrows."

A PROGRAM FOR DECELERATING MULTIPLE MEALTIME PROBLEM BEHAVIORS OF A SEVERELY RETARDED PRESCHOOL CHILD

by

Cooper, J. O., Jacobsen, B. and Payne J.

Severely retarded preschool children may frequently emit disruptive or unaesthetic mealtime behaviors (Barton, Guess, Garcia, Baer, 1970). These behaviors are burdensome and may contribute to the revulsion some people feel toward severely retarded children. It is suggested, therefore, that the educational objectives of preschool lunch programs for severely retarded, in general, should be concerned with decelerating disruptive and unaesthetic mealtime behaviors.

Directive teaching strategies (Stephens, 1970) have been used to reduce inappropriate mealtime behaviors, e.g., timeout from the meal (Whitney and Barnard, 1966; Hamilton and Allen, 1967; Blackwood, 1967; Barton et.al., 1970) and physical restraint (Henricksen and Doughty, 1967). These studies indicate that mild punishment may decelerate some inappropriate eating responses. This study demonstrates teaching procedures that were effective in reducing multiple mealtime problem behaviors of a severely retarded preschool child.

It is suggested that this training program may be especially appropriate in a one-to-one relationship such as a parent and child. The method is easy to initiate and implement and could be readily taught to parents of retarded children.

Student

The student was nonverbal, severely retarded five-year old boy who attended a preschool for trainable mentally retarded children at the Mental Retardation Training Program, The Ohio State University. He had a history of

food rejection and rumination. Prior to this study the student was hospitalized for malnutrition.

Pre-Baseline - Pinpointing the Target Behaviors

Three successive 15-minute observation periods were employed to assess the student's eating behavior before compiling formal baseline records. These observations indicated that the student could manipulate a spoon. However, enticing him to open his mouth and swallow entailed constant attention, priming, and reward (i.e., preferred foods such as pudding were given contingent on eating nonpreferred foods) from the teacher. From these pre-baseline data, "self-feeding" was selected as the target behavior. The setting for baseline assessment of "self-feeding" behaviors included the student and teacher sitting alone at a small table during the noon meal. A glass of juice, plate of food, and spoon were located directly in front of the student. Through the meal the teacher ignored all student behavior. Measurement consisted of the number of spoonsful of food that the student swallowed. When this procedure was initiated it was demonstrated that "self-feeding" was not a problem. However, observation did show that the student emitted multiple mealtime problem behaviors at high rates. The behaviors selected for deceleration were:

1. Throwing the glass, plate, food, or spoon on the floor.
2. Hitting the spoon on an object such as the table, chair or plate. Each burst or volly of hitting responses was recorded as one response, e.g., six rapid hits followed by a pause, then 10 more rapid hits would be recorded as two hitting responses.
3. Spitting food or saliva from mouth.
4. Ruminating or regurgitating previously swallowed food back to the mouth then returning the food back to the stomach. This response was characterized by a gargling sound in the throat accompanied by some movement of the neck muscles.

Procedure - Intervention I - Throwing, Hitting, and Spitting

Intervention I reports the effects of a timeout technique on decelerating mealtime problem behaviors. A multiple-baseline research design (Baer,

Wolf and Risley, 1968) demonstrated the function of the timeout variable.

Baseline

Frequency of throwing, hitting and spitting responses were recorded during the noon meal. The teacher and student sat at a small table in the clinic kitchen. A glass of juice, plate of food and spoon were located on the table directly in front of the student. The student's task during Period I was to eat his meal. The session duration was timed by the teacher with a stop watch. Average duration of the meal was approximately 15 minutes per session with a range of 9 minutes and 38 seconds to 29 minutes and 10 seconds. Using a clipboard, pencil, and paper, the teacher tallied the frequency of throwing, hitting, and spitting responses that occurred during the meal. The teacher did not talk, touch, or attend to the behaviors of the student during Period I. Her task was simply to record the number of occurrences of throwing, hitting, and spitting. The session was terminated after the student ate all or most of the food on his plate.

Intervention Procedure

Following baseline data collection, a timeout procedure was programmed. During this procedure, the student's drink, food, and spoon were removed from the table for one minute immediately following each throwing or hitting response. Drink, food, and spoon were returned to the table after the one minute interval timed out. If, however, the student was emitting disruptive behaviors when the one minute timed out (e.g., temper tantrums, etc.) the drink, food, and spoon were not returned until the student was in his chair and exhibiting appropriate readiness. This procedure was applied sequentially. Initially, timeout was contingent on throwing responses while hitting responses maintained baseline status. Following four initial timeout sessions, the intervention procedure was concurrently applied to throwing and hitting responses.

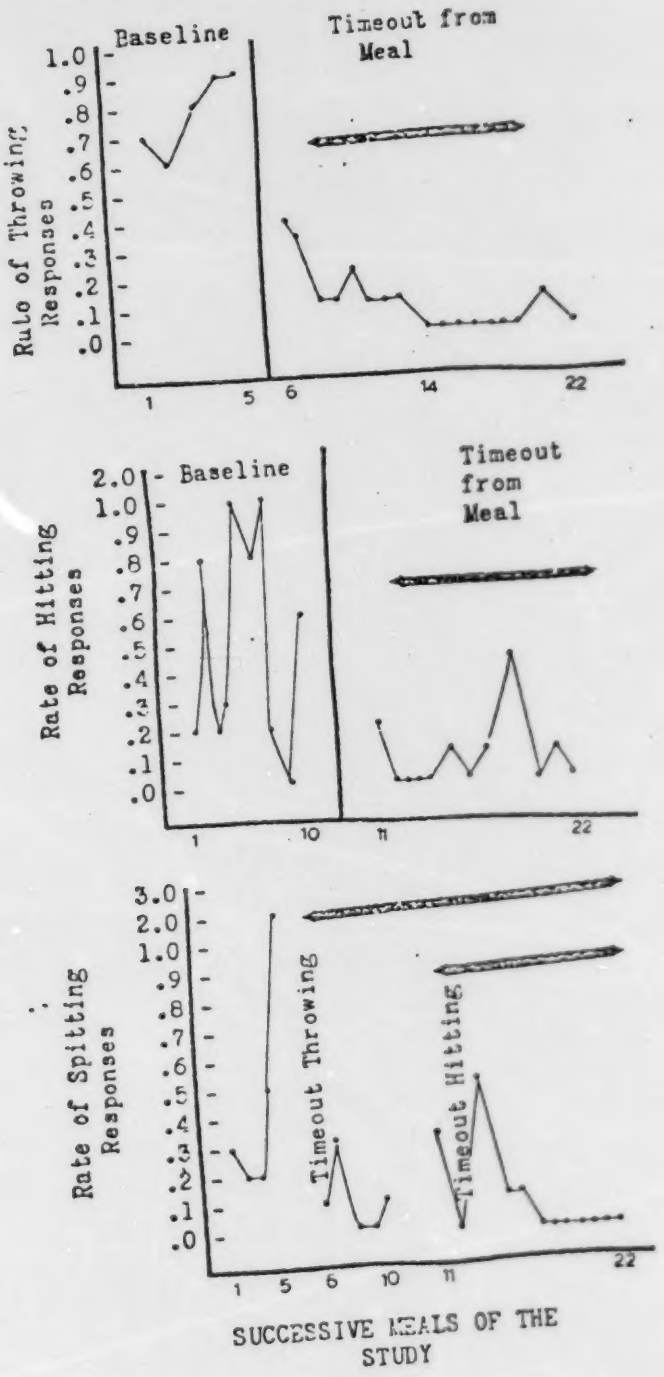


Fig. 1. Concurrent rates of Throwing, Hitting, and Spitting responses, through baseline and intervention procedures of the study.

Interobserver agreement

During two meals of the study, a second independent observer made simultaneous frequency counts of the target behaviors with the teacher. Percentage of observer agreement was computed from two records.

RESULTS

Interobserver agreement was recorded twice during baseline for each target behavior. Interobserver agreement for throwing was 90% and 100%; hitting, 100 and 83% and spitting, 33 and 71%.

The frequency count for each target behavior per session was converted to rate of response (rate = $\frac{\text{frequency of occurrence}}{\text{duration of session}}$). A rate measure rather than frequency count as employed because session time was not constant through the study.

Figure 1 represents the rate of occurrence of throwing, hitting and spitting during mealtime. The rate measure was rounded to the nearest whole number if responses were greater than one per minute or to the nearest tenth if less than one occurrence per minute. For example, 1.3 responses per minute was recorded as 1.0; 1.5 as 2.0. Likewise, 16 was recorded as .2; .12 as .1. The successive timeout conditions are indicated in Figure 1 by vertical lines. Timeout was introduced on the sixth session for throwing behavior and on the eleventh session for hitting. Horizontal arrows in Figure 1 indicate the duration of each condition. Data reported in Figure 1 demonstrates that timeout systematically decelerated the manipulated behavior. For example, the mean rate of throwing was .8 responses per minute during baseline but dropped to a mean rate of .1 responses per minute during the timeout condition. The mean hitting responses during baseline was 5.0 per minute. During timeout, hitting responses decelerated to a mean of .1 per minute. Timeout was not pro-

grammed for spitting because this behavior decelerated to zero occurrences without intervention after timeout was applied to throwing and hitting responses.

Procedure - Intervention II - Ruminating

Intervention II reports the effects of different procedures for decelerating rumination. A combination of a reversal and multiple-baseline research design (Baer, Wolf and Risley, 1968) demonstrated the function of the intervention variables.

Baseline

Rate of rumination was recorded by the teacher during three successive time periods: (1) during mealtime in the clinic kitchen in which duration of the session varied, (2) during the five minutes immediately following mealtime in the clinic kitchen, and (3) during a subsequent 5-minute period in a preschool activity room.

Period I

Frequency of ruminating responses were recorded during the noon meal. The teacher and student sat at a small table in the clinic kitchen. A glass of juice, plate of food and spoon were located on the table directly in front of the student. The student's task during Period I was to eat his meal. The session duration was timed by the teacher with a stopwatch. Average duration of the meal was approximately 15 minutes per session. Using a clipboard, pencil, and paper, the teacher tallied the frequency of ruminating responses that occurred during the meal. The teacher did not talk, touch, or attend to the behaviors of the student during Period I. Her task was simply to record the number of occurrences of rumination. The session was terminated after the student ate all or most of the food on his plate.

Period II

Frequency of ruminating responses were recorded for a duration of five

minutes immediately following the meal in the clinic kitchen. Student behaviors during Period II were unstructured. For example, the student could sit at the table, walk, explore cupboard space, or what not. To initiate Period II, the teacher set a small timer (Foxx and Martin, 1971) for five minutes. The teacher's responsibilities during Period II included cleaning the table and dishes, and recording the number of ruminating responses emitted by the student. The teacher used a wrist digital counter (Lindsley, 1968) to record the number of ruminating responses. A signal from the timer indicated a time lapse of five minutes and termination of the recording session. Following termination of Period II, the teacher accompanied the student to a preschool activity classroom located adjacent to the clinic kitchen.

Period III

Frequency of ruminating responses were recorded during the first five minutes of free play in an activity room. Observations in the free-play setting were initiated following teacher/student entrance to the classroom. Session duration was timed in Period III, as in Period II, with a smaller timer (Foxx and Martin, 1971). Student behavior was unstructured during the free-play period. The student played with activity materials (toys, slide, jungle jim, etc.) and interacted with the teacher. Teacher behaviors included playing games and showing affection (Smiling, hugging and patting) to the student. Also, the teacher recorded the occurrence of ruminations by activating a wrist counter (Lindsley, 1968).

Intervention Procedures

Intervention Procedure A was applied following baseline data collection. Contingent on the occurrence of a ruminating response, the teacher immediately placed her cupped hand firmly over the student's mouth and concurrently voiced an emphatic "no." The teacher's hand was over the student's mouth for a duration of approximately one second. Following this, the teacher stopped all

social interaction (i.e., play, talking, patting, etc.) with the student for 30 seconds. The teacher ignored all ruminating responses that occurred during the 30-second timeout conditions. This first intervention was applied only in Period III (free-play) with periods I and II maintaining in baseline status.

Intervention Procedure B was the same as the Intervention A except that the teacher did not employ the 30-second timeout period. That is, the second procedure consisted only of the teacher immediately placing her cupped hand firmly over the student's mouth and concurrently voicing an emphatic "no" contingent on each ruminating response. Intervention Procedure B was applied sequentially - first to Period III (free-play) with Periods II and I maintained in baseline status, then to Periods III and II (free play and first five minutes after mealtime) with Period I maintained in baseline condition, and finally to Periods III, II and I (free play, first five minutes after mealtime, and during the meal).

Interobserver Agreement

A second independent observer and the teacher made simultaneous frequency counts of ruminating responses in Periods I, II, and III during baseline and each intervention condition of the study. Percentage of observer agreement was computed from the two records. Five interobserver recordings were made in Periods I and II and seven in Period III.

RESULTS

Interobserver agreement of ruminating responses was recorded in each condition of the study. Out of a total of 17 checks, nine interobserver recordings attained 100% agreement, three were 90% or above, and two were above 85% but less than 90% agreement. Agreement between the remaining three checks was very low. However, in actuality the difference in tabulation was only one

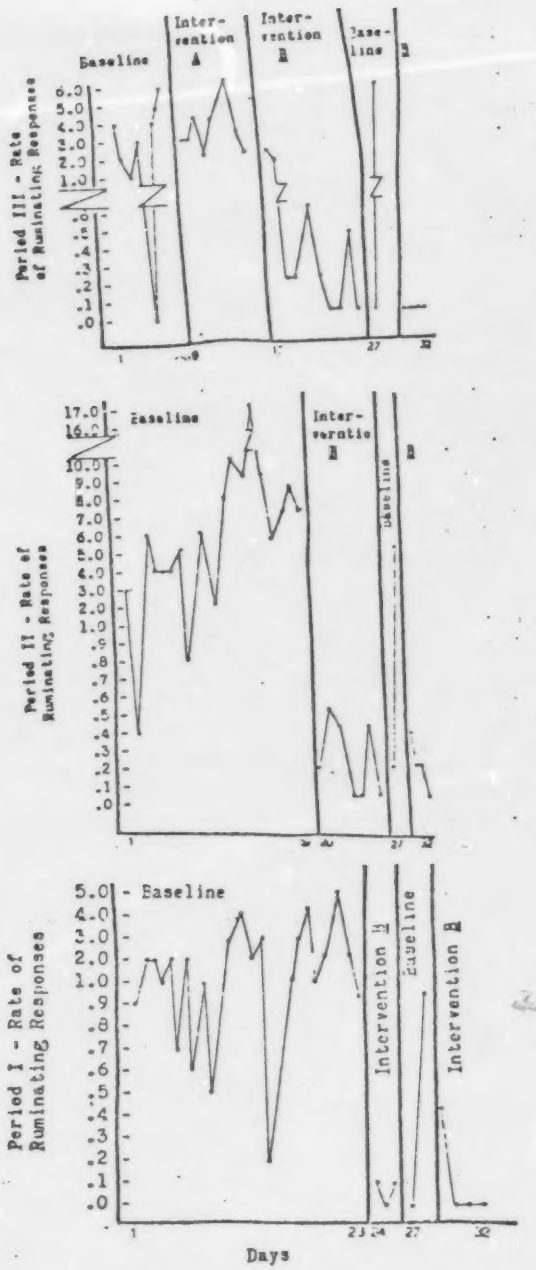


Fig. 2. Concurrent rates of ruminating responses during Period III (freeplay), Period II (5-minutes immediately following mealtime), and Period I (mealtime), through baseline, Intervention A (hand cupped firmly over mouth, teacher response "no," and 30-second timeout from teacher attention), and Intervention B (same as A but without timeout).

response in each check. For example, the teacher recorded the occurrence of one ruminating response while the independent observer recorded two responses during one check. With another check, the teacher reported three responses while the observer reported two occurrences. And once again, the teacher recorded the occurrence of two responses while the observer recorded one.

The frequency count for ruminations per session was converted to rate of response (rate = $\frac{\text{frequency of occurrence}}{\text{duration of session}}$). A rate measure rather than frequency count was employed because session time of Period I was not constant through the study.

Figure 2 represents the rate of occurrence of rumination during Period III (free-play), Period II (five minutes immediately following mealtime) and Period I (mealtime). The rate measure was rounded to the nearest whole number if responses were greater than one per minute or to the nearest tenth if less than one occurrence per minute. For example, 1.3 responses per minute was recorded as 1.0., 1.5 as 2.0. Likewise, 1.6 was recorded as .2; .12 as .1. The intervention conditions are indicated in Figure 2 by vertical lines. Intervention B was successively programmed on the 17th session in Period III, on the 20th session in Period II, and on the 24th session in Period I. Each period was simultaneously returned to baseline condition from the 27th through the 28th session. Intervention B was reinstated for all periods on the 29th session. Data reported in Figure 2 demonstrates that Intervention A (hand cupped over mouth, teacher response "no," and 30-second timeout from teacher attention) was ineffective in decelerating ruminating responses that occurred in Period III. The mean rate of ruminating responses was 3.0 responses per minute for both baseline and Intervention A. However, the data reported in Figure 2 demonstrates that Intervention B (same as A but without timeout) systematically decelerated the occurrence of rumination. For example, the mean rate of response occurring

in baseline and Intervention A during Period III was 3.0 per minute but dropped to a mean of .5 during Intervention B. The mean rate of ruminating responses during baseline of Period II was 6.0 per minute. During Intervention B, ruminating responses decelerated to .2 per minute. For Period I, the mean rate of response during baseline was 2.0 per minute but dropped to .1 during Intervention B. Baseline conditions were reinstated in all time periods following the sequential application of Intervention B. In this second baseline condition, rate of ruminating responses accelerated from zero occurrences to 5.0 per minute in Period III; from a rate of .2 to 5.0 in Period II; and from zero to a rate of .9 per minute in Period I. The reinstatement of Intervention B again decelerated the rate of ruminating responses in each time period.

Summary and Discussion

The intervention procedures implemented in this study were sufficient to decelerate multiple mealtime problem behaviors of a severely retarded preschool child. In Intervention I, Throwing and Hitting responses were reduced as a function of a contingent timeout condition in which the student's drink, food, and spoon were removed for one minute. Rumination was reduced in Intervention II B as a result of the teacher immediately placing her cupped hand firmly over the student's mouth and concurrently voicing an emphatic "no" contingent on each occurrence of rumination.

Effectiveness of the intervention procedures was demonstrated through successive time spaced introductions of the contingencies to the multiple problem behaviors (Baer, Wolf, and Risley, 1968). Baseline measures, with the exception of Spitting, showed no deceleration trends until the contingencies were applied. The probability that change occurred by chance is diminished since desired behavior changes occurred in temporal sequence and only when the inter-

vention conditions were programmed. The decrease of non-treated Spitting responses may have resulted from an induction effect. An induction effect refers to non-treated behaviors that are affected following the onset of treatment of other behaviors (Wolf and Risley, 1969). In this study, rate of Spitting responses decreased to zero occurrences without intervention following treatment for decelerating Throwing and Hitting. However, the decrease in rate of Spitting may have occurred by chance since generalization of the intervention effects from treated to non-treated behaviors was not demonstrated.

Rumination was not reduced in Intervention II A as a result of the teacher immediately placing her cupped hand firmly on the student's mouth voicing an emphatic "no," and stopping social interaction with the student for 30 seconds contingent on the occurrence of rumination. During this intervention, the occurrence of ruminations was decreased except during the 30-second periods. Conversely, rate of ruminations was accelerated during timeout. A characteristic of the extinction process is that when a behavior no longer produces a reinforcing consequence, the student will generally accelerate the frequence of that behavior before the behavior is weakened. It is possible that the increase of rumination during timeout was a student tactic to receive teacher attention. If so, rumination may have extinguished if Intervention B were programmed over a greater number of successive days.

In the introduction it was suggested that this training program may be appropriate for parents to use to modify children's disruptive or unaesthetic mealtime behaviors. Parents are teachers and what better teacher-student ratio than one or two teachers for each student. Teaching programs based on the latest knowledge of the science of human behavior can be acquired and implemented by average parents. Parents can be behavioral engineers and systematically teach most children those skills that are sufficient for community survival.

References

Barton, E.S., Guess, D., Garcia, E., and Baer, D.M. Improvement of retardates' mealtime behaviors by timeout procedures using multiple baseline techniques. Journal of Applied Behavior Analysis, 1970, 3, 77-84.

Blackwood, R.O. Operant Conditioning as a Method of Training The Mentally Retarded. Unpublished dissertation, The Ohio State University, 1962.

Foxx, R.M. and Martin, P.L. A Useful Portable Timer. Journal of Applied Behavior Analysis, 1971, 4, 60.

Hamilton, J. and Allen, P. Ward programming for severely retarded institutionalized residents. Mental Retardation, 1967, 5, 22-24.

Henriksen, K. and Doughty, R. Decelerating undesired mealtime behavior in a group of profoundly retarded boys. American Journal of Mental Deficiency, 1967, 72, 90-44.

Lindsley, O.R. A reliable wrist counter for recording behavior rates. Journal of Applied Behavior Analysis, 1968, 1, 77-78.

Stephens, T.M. Directive Teaching of Children with Learning and Behavioral Handicaps. Charles E. Merrill.

Whitney, L.R. and Barnard, K.E. Implications of operant learning theory for nursing care of the retarded child. Mental Retardation, 1966, 4, 26-29.

Wolf, M.M. and Risley, T.R. Reinforcement: Applied Research. Presented at the Annual Conference of the Learning Research and Development Center, University of Pittsburgh, June, 1969.

TRANSPORTATION FOR THE BETTERMENT OF CHILDREN

by

Payne, J. S., Feingold, I. R., and Cooper, J. O.

In developing an educational program for children, problems concerning transportation evolve quickly, and are often difficult to resolve. In most cases the easiest and most efficient way for an administrator to handle transportation problems is to contract the transportation service to a competent bus company; however, this is an expensive solution. Most programs use buses to transport children to and from school. Other less frequent approaches include car pools, taxi cabs and leased station wagons. Obviously, the most economical and effective means of transporting children for a specific program can only be determined after a careful study of available resources. This report shares various problems that were encountered while establishing a transportation service and describes two possible solutions that may be used to make the time spent traveling to and from school educationally productive and meaningful. It is hoped that this report will facilitate understanding of some of the problems associated with transportation, cultivate appreciation for transportation services and provide an opportunity to explore at least two methods that have been used to make the transportation process educationally meaningful.

To illustrate a few problems associated with developing transportation services, specific instances will be cited from the Kansas City, Kansas Head Start Preschool Program. From the inception of the Kansas City Program, transportation services were difficult to obtain because of a lack of large commercial bus companies. Although many bus companies existed in Kansas City,

none were equipped to transport 450 preschool children to eight locations. Eight companies submitted bids to transport children to and from school. The bids ranged from $25.00 to $65.00 per day per bus.

Because of the range of submitted bids, other means of transporting children were investigated. It was decided that the cost to lease station wagons, buses and cars was prohibitive in the Kansas City area. It was found that taxi cabs cost considerably less than bus companies. To demonstrate the effectiveness of cab service, approximately three children every three days were phased into the transportation program. It was reasoned that this phasing procedure would result in minimum transportation problems and provide children with an optimum opportunity for school adjustment.

Through trial and error it was found that six children could be transported in one taxi without being crowded. Moreover, if the taxi first picked up the child living the greatest distance from school, and proceeded toward the school picking up the remaining five children, the transportation cost for the six children was the same as for the first child alone. By systematically grouping the children, the cost was less than 40 percent of the lowest bus bid. Besides obvious monetary savings, cabs offered other assets to the program. They provided all children with door-to-door delivery, even on dead end streets and streets obstructed by construction and repair projects. Also, as compared with a bus, cabs decreased transportation time because of fewer stops and greater mobility.

During the initial weeks while the children were being phased into the program, the cab service exceeded all expectations. Yet, gradually transportation problems became evident in this service. Some children got their fingers slammed in the cab door - luckily nothing serious. Several consecutive days of rain resulted in some cabs getting stuck in the mud. Mothers complained

that transportation was not available for their child. Upon inquiry it was discovered that frequently mothers asked the cab driver if he was from Head Start and the driver responded, "No, I am from _____ cab company." Hearing this answer, the mother and child returned to their home and the cab drove off. The most unusual experience was a child who failed to report to school. The cab driver told the teacher that the child's mother had told him that her child had already been picked up by a bus. The mother was immediately contacted to verify the driver's remarks. Apparently there was a communication breakdown because, when confronted, the mother's comments went as follows:

"I did exactly like you said. At around 8:30 a.m. a green bus (color has been changed to protect the innocent) pulled up in front of the house and I had John ready and he ran out and got on."

"Oh no, Mrs. Jones, not green bus, green CAB."

"Oh!"

"Do you remember anything about the bus? Was there a number or anything on it?"

"The only thing I remember is that it was green and as it pulled away I remember a sign on the side which read 'Billy Graham Crusade.'"

The child was found in a church nursery a few blocks away from his school. The cab company was not blamed for this mix-up and neither was Billy Graham.

We suddenly found a great number of cab drivers refusing to answer their radios to pick up Head Start children. Eventually, the cab company refused to service the program.

The following reasons were given for cancellation:

1. Head Start was using all available cabs and tying up all radio communication.
2. Drivers were not receiving tips.
3. Some children were not toilet trained.

The complaints were expressed by the cab drivers rather than by the cab company. With the advantages offered by cab service, it is interesting to speculate on the effects of providing incentives for drivers who continued service. With the monetary savings, it could be feasible to give each driver a weekly bonus. Another consideration is to have a newspaper series featuring the "cab driver of the week." This feature could explain the social and educational value of the driver's work. Finally, plastic seat covers could be installed and should a child soil the cab, school personnel could clean the cab after delivery. Perhaps, if these incentives had been utilized, the drivers might have had a higher probability of continued service. Nevertheless, the program was forced to explore other means of transportation. After the cab service cancellation, the transportation services were contracted to various bus companies.

It was only after implementing the bus schedules that we really understood the many assets the taxi service offered; some children were confined to the bus one hour each day. Since the children were confined to the bus for longer periods than we wanted, it was reasoned that this time could best be used to reinforce classroom learning experiences. A review of the literature found only two reports that suggested activities specifically for bus rides.

In a manual by Gilmore (National Association for Retarded Children), emphasis was placed on the use of songs, watching games and guessing games. Gilmore's purpose for suggesting activities was not designed for learning experiences, but rather, as an intervention for controlling disruptive child behaviors.

An article by Olsen (1968) used songs, games and drill patterns that were " ... designed to accomplish a specific educational objective." For example, body image was stressed in the song "Fingers, Nose and Toes." Other songs emphasized counting or alphabet recitation. The days of the week were recited in unison. "Other activities used were 'question-asking games', rhyming and the 'foller game'." Parent aides on the bus stressed concept building by informal conversation (e.g., inside-outside, colors, vowels-consonents).

Even though the bus-ride philosophy advocated by Olsen was precisely what was planned for the Kansas City Program, not enough detail of the materials was given to provide replication. Therefore, other materials and curriculum were developed for learning on the bus. The materials, Bus Rides are for Learning (Feingold, 1969), utilized the unique environment of a bus ride for developing those concepts that are often taught within the confines of the classroom.

The success of the intervention is contingent upon a bus monitor. As stated in these Head Start materials (Feingold, 1969, Payne, Feingold & Cooper, 1971), "You can make of your job one of the most important jobs in Head Start. You are the child's first link from home to school." The role of the bus monitor is: 1) to give praise (reinforce) contingent on

appropriate child behavior ("Oh, I like the way you're smiling this morning." "William remembers our safety rules this morning, he's sitting way back in his seat."); and 2) to present the educational materials.

Suggested tactics for bus monitors are:

1) Never permit a routine to become a "tired - of" experience

2) Take advantage of the "happenings":

the first snow

a rainy day

a man cutting down a tree

a dog sitting in the middle of a street

a little sister wanting to come to school

3) Use bus ride to stress importance of:

attending school each day

health

safety

4) Use bus ride to teach color recognition, shapes, number concepts, etc.

5) Use bus ride to teach cause and effect:

a. hole in street causes bump, man fixes hole, now street is smooth

b. truck blocks street, bus can't go, child must walk down the street

6) Use bus ride to get feedback from experiences at school. Ask questions such as "What song did you sing today?" "What kind of juice did you drink today?"

7) Create an atmosphere on the bus that makes a child feel free to talk.

8) Give child a sense of continuity by telling child as he gets off bus, "Good-bye Steven, don't forget tomorrow we'll play our SIGN GAME."

or

"I'll be looking for you tomorrow. We're going to have fun at the County Fair."

9) Bus monitors should become involved with what goes on in the classroom so that there is a carry over from the classroom to the bus ride.

10) Bus monitors should also feel free to discuss "problems" or happenings" with teaching staff:

Sharon's little brother pushed her down this morning as she was coming down the steps."

"John didn't want to come this morning because he wanted to wear his new shoes and his mama didn't let him."

11) Children need not be bombarded with perpetual activity. There should be some moments left for dreaming, for just riding along in quietude.

The teaching opportunities are limited only by the bus monitors' imagination. Specific coverage may be given to attending behaviors, seasons, number concepts, shape discrimination, polar concepts, categorization and time concepts, social behaviors, etc. The use of songs to teach various concepts is of vital importance. The song, "There Are Two Kids on the Bus," (see Appendix A) is just one of many examples.

Although the program Bus Rides Are for Learning was successful its major drawback for wider application is its mandatory use of a bus monitor. Bus monitors need to be trained and training is time consuming and expensive not to mention the expense of hiring a monitor for every bus. However, Mr. Douglas Cox*, after familiarizing himself with the Kansas City, Kansas bus program, developed a simple, yet effective device for teaching children

*Mr. Douglas Cox, diagnostic teacher, Carroll County, Va.

while riding on the bus through the use of songs transmitted by a cassette tape recorder.

Mr. Cox constructed a simple 3' x 2' figure from ¼" plywood (see Appendix B), placed a cassette tape recorder behind the figure (see Appendix C), recorded several songs on cassette tapes and instructed the bus driver or a responsible child to play the cassette while the bus was traveling en route to and from school. The singing figure is placed at the front of the bus next to the driver and through the use of songs stimulates children to sing while they ride and learn.

It is admitted that we have a long way to go in regard to improving transportation services for children, but it doesn't take much of an imagination to perceive portable T.V.'s, individual teaching machines and personalized lounges mounted in buses for the future. Although we authors do not foresee buses replacing the traditional classroom, we do see the time spent on the bus as a part of the child's education and should be treated as such by educators and administrators.

REFERENCES

Feingold, Ida R. Bus rides are for learning. Unpublished materials, Head Start, 2316 South 5th, Kansas City, Kansas, 66103.

Gilmore, T. E. A manual for school bus drivers of trainable mentally retarded children. National Association for Retarded Children, 2709 Avenue "E" East, Arlington, Texas, 76011. (Out of print)

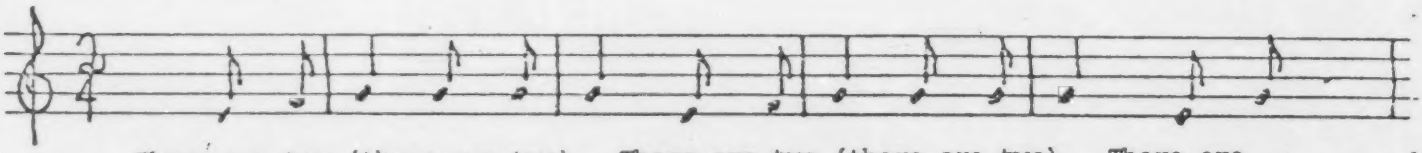
Olsen, Mary. Language learning on the bus ride to school. Young Children, 1968, 81-83.

Payne, J. S. Feingold, I. R., & Cooper, J. O. Bus rides are for learning. Head Start Newsletter, 1971, 6, 6-7.

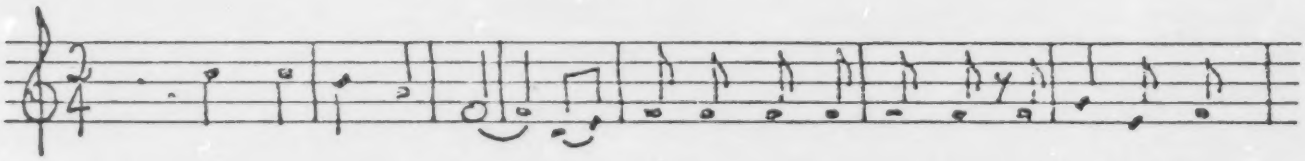
APPENDIX "A"

There Are Two Kids on the Bus (teaches the concept "one more")

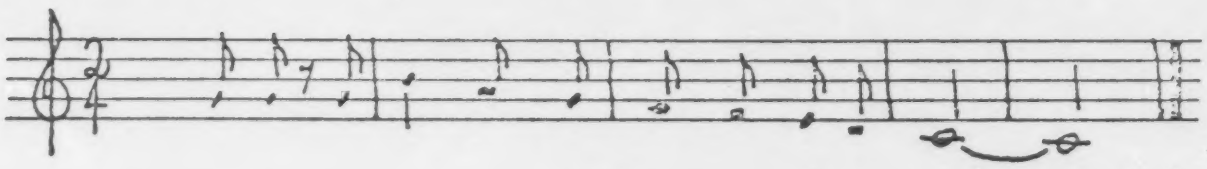
Music & Words - I.R.F.



There are two (there are two). There are two (there are two). There are
There are three (there are three). There are three (there are three) There are
In Reverse Order Going Home.
There are five (there are five). There are five (there are five). There are



two kids on the bus. But soon we will be stop-pin' to let one more
three kids on the bus. But soon we will be stop-pin' to let one more
five kids on the bus. Bus soon we'll make a stop-off, to let *Ver-non

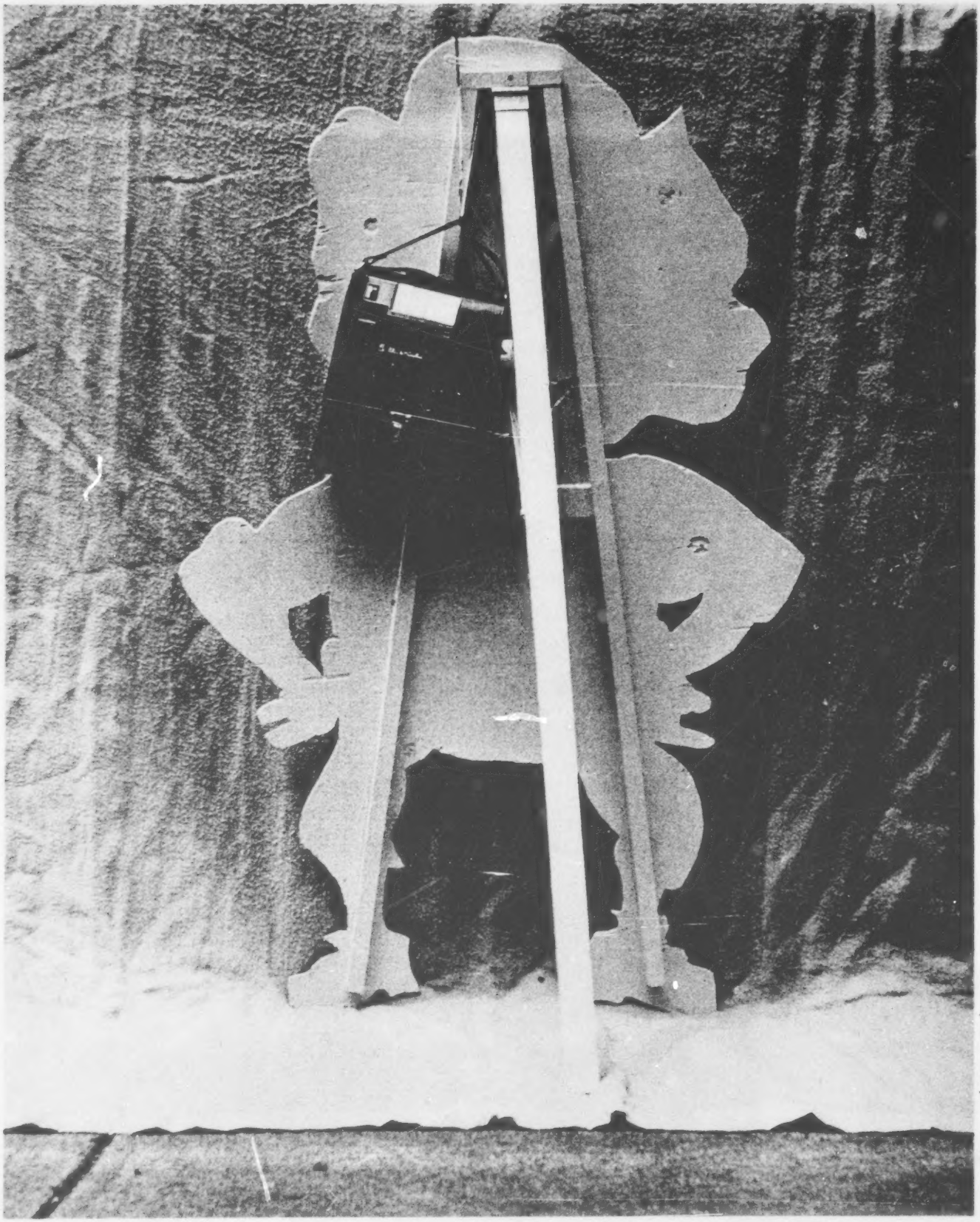


hop on and then we'll have three kids on the bus.
hop on and then we'll have four kids on the bus.
hop off and then we'll have four kids on the bus.

*Any child's name may be substituted.

APPENDIX "B"

APPENDIX "C"



CURRICULUM DEVELOPMENT FOR THE MENTALLY RETARDED

by

Betty Campbell

The challenge to public school education to provide for all mentally retarded persons in clearly defined in recent policy statements by the National Association for Retarded Children and The Council for Exceptional Children. The issuance of this challenge is quite apparent in the light of past rules and regulations of public education agencies. Exclusion of students because of age, physical and/or mental abilities or potential was universal in public education. The lack of standard nomenclature in identification has also led to confusion in school placement. Retarded children moving from one state to another or from an urban to a rural community or vice versa, are often forced into the mainstream of education without the benefit of special help. Reasons for this lack are as numerous and varied as there are children in need of special education.

I have seen youngsters show remarkable progress in special education classes in a short period of time only to transfer out of the school district for a year to two, and then return to us having lost all signs of intervening progress. Many have even regressed in their educational development. It is very disheartening for a teacher to work diligently with a retarded youngster, see him advance little by little, only to have this same child show little or no progress several years later through no fault of his own. If educational standards for the retarded were in force throughout our country, such a discouraging situation for a teacher and above all for the child and his family, could not occur.

Several years ago I taught borderline and mildly retarded boys, fifteen and sixteen years of age. No school program existed for these boys past their sixteenth birthday, so they were referred to the State Department of Vocational Rehabilitation for possible job training and eventual placement.

While waiting for Vocational Rehabilitation to complete the processing of their applications and make all the necessary preparations to begin their training, the boys generally became restless and sought other programs, jobs, or just stayed at home to vegetate. They became TV watchers around the clock, got in trouble with the law, became discouraged, and rightfully so. Why spend ten years in school only to be put out at a time when they were really just beginning to profit from the school situation - to really know what this education business was all about? It appeared to them to be a complete and utter waste of ten years of their lives. The lack of well-planned, constructive programs for the older retardate is not peculiar to the system in which I taught. Many school systems throughout the country have only a paper program if one exists at all. However, I am proud to say, that today, through the efforts of teachers like myself and many interested parents and friends of the retarded, that particular school system does provide a secondary program for the mildly and moderately retarded youngster. It operates cooperatively between the school system and the Vocational Rehabilitation Department of the State, and is being conducted in two new, specially designed school plants.

The policy statement issued by NARC states that specific achievement outcomes must be spelled out for each level of retardation and for each component of the curriculum. Teachers who are especially familiar with growth and development of the normal child need to plan, organize and follow through with a meaningful instructional program for the retarded. Curriculum guides are vital to this planning but must only be considered as a framework within

which the teacher can operate. Both chronological age and mental age are integral factors requiring consideration in the teacher's planning for her students.

The policy statement goes on to say that a child should continue at his school level until these minimal outcomes or expectancies have been attained. If a child appears to be retained at a particular school level for an inordinate time period, the accuracy of his placement and/or the teacher's effectiveness and appropriateness of curriculum content must be re-evaluated. Some states have laws which require that a student in a special education class receive a complete psychological re-evaluation every two or three years. Upon re-evaluation students have been found to require another type of class placement. This change should be effected as quickly as feasible. These laws should not be limiting in that a re-evaluation may not only be considered at the stated time but also within a shorter period of time if deemed necessary. Emphasis on the teacher's assessment of the student's progress is also paramount.

Recommendation by a teacher that a youngster be placed at a high level of learning, contrary to the results of a psychological assessment, must be considered by administrators of the program. For example, the well-trained special educator provides for frequent assessment of the student's progress. This assessment is on a daily basis and in some instances, on a fixed-minute interval in the daily schedule. The Madison Plan, now operating in the Santa Monica public schools, developed by Dr. Frank Hewett, rates students every twenty minutes in the Preacademic I and II classes and every hour in Academic I. This rating provides the teacher some feedback regarding how ready the student is to return to the regular class. Public school special education programs must be flexible to provide for this type of mobility within special classes and also within the mainstream of the system. It has been my experience in working

with teachers that they are seldom wrong in their assessment of a child's potential, and the student must be given this opportunity to achieve if at all possible - irrespective of the inconveniences, additional paper work, and transportation problems required to make the transfer.

In the conference program, my address is listed as Dallas, however, I am a New Orleanian. One thing New Orleans natives are noted for is their love of coffee - strong, black, and thick. Visitors often describe our coffee as being so thick, you can cut it with a knife, or eat it with a spoon. Well, having been reared on coffee and chicory, I don't like the watered-down versions I get in most other parts of the country. Therefore I am forced to carry my own. As a special education teacher, I don't like the watered-down curriculum which many educators attempt to make our special children drink. The retarded child needs a curriculum designed with the intention of providing an individualized educational experience for each person. Educators give much lip service to individualized instruction and designing curricula to meet the individual needs of each child. Prescriptive teaching is also subscribed to by many educators. But what does this mean? How can one really make the curriculum fit the child?

Curriculum content must be viewed in functional terms. What can the child do and what can we teach him to do? Nothing can ever be assumed when teaching the retarded, not even the meaning of the words used in explanation to the child. A simple command by a teacher to a child, such as Be Quiet! may be obeyed because the child is unaware of the meaning of the words. Quiet may be a word he has never heard before. On the first day of school, the teacher usually begins by asking each student his name. To the very shy child on his first day in school, this can be a frightening experience. To the retarded child, it could be traumatic if not handled properly by an experienced and understanding teacher.

Have you ever tried to teach a young child how to tie his shoestrings? To an adult, particularly a male who usually has ties on his shoes, tying shoelaces is so automatic that one hardly realizes the various steps involved. One must make a loop with the right hand, place the other string over, under, and through with the left hand, and then pull both at the same time - tightly. Think of all the words involved - loop, over, under, through, tight, left, right. Tying shoelaces is a learned activity. Some bright youngsters can learn merely by watching, others by simple demonstration, but the retarded child needs every step explained; the terminology must be completely understood. Probably a great amount of practice will be required before the activity will actually be learned.

Tying shoelaces is a suitable learning activity for a young child but ...at about the older student who has not been taught to tie a bow? Maybe his parents didn't give him the opportunity to learn because they always purchased slip-on type shoes. A twelve year old who suddenly has to tie a knot will not want to use shoelaces. The activity must then involve an object associated with older boys, such as a rope; with older girls, a ribbon such as that used in package decoration. In the same manner, "Classroom activities and teaching materials should be relevant to the chronological or social age of the child."

In planning a total curriculum program for the retarded, NARC provides these guidelines . . . that "a chronological age span of not more than three grade or achievement levels be included in any one classroom composition." A workable division would be these four groups - primary, elementary, intermediate, and secondary or cooperative. The primary group includes the chronological ages of six to nine years. The elementary group is composed of students between the ages of ten and thirteen. The intermediate group has thirteen to fifteen year olds, and the cooperative group is for the boys and girls sixteen

years and older. Considerable flexibility in grouping is vital in order to design the appropriate classroom setting for every retarded child.

For example, if it is found that a nine year old can function well in the elementary group even though he is a year below the age level, then that should be his placement. On the other hand, if a ten year old child has too much difficulty meeting success at the elementary level but can perform well at the primary level, then he should be placed on trial in the lower level. Movement within and between age groups should be contingent upon the ability of the student to meet success in the learning situation and his ability to show academic progress.

"Curricula should be geared toward the practical aspects of daily living and effective integration into the community. Obviously, an early emphasis upon vocational skills is essential. Curricula should also stress the effective use of leisure time via generic community recreational and social outlets." Teachers of retarded children frequently limit their curricula to the development of basic social and recreational skills due to the assumption that these youngsters can learn little more. In teaching reading, those teachers frequently concern themselves with teaching words which are essential only to these social and recreational skills.

True, the language arts area is often a very difficult one for the retarded for it is reported that language abilities correlate highly with the level of intellectual ability. A further handicapping condition is that a high percentage of retarded children also have speech handicaps making oral communication more difficult.

Developing listening and speaking skills is vital to the retarded youngster. All through his life, oral communication will be of greater importance than the written communication. The teacher should use every means at his disposal to stimulate effective oral communication. Specific objectives in

each of the oral communicative skills, listening and speaking, should be listed for each level, becoming increasingly complex as the child matures. For example, at the primary level the objective would be to develop the ability to distinquish between sounds and to learn to respond to some and not to others. As the child matures, the objective would be to develop the ability to follow simple verbal directions. Going up the age ladder, the objective would include development of the ability to remember and to follow directions of increasing complexity. By this time the student is over sixteen and he can be provided with many opportunities for utilizing this listening skill by taking orders via the telephone, following and giving directions to specific spots in his community, and in explaining how to do specific tasks. He will have acquired a skill which prospective employers deem necessary to fulfilling their job requirements. In discussing job placement with a vocational counselor, I was told that most retarded youngsters can perform the assigned tasks on jobs, but difficulties arise because they can not follow directions. Employers interpret the lack of acquisition of this skill to be a disregard for authority. This misinterpretation has caused many to lose jobs in the past.

The written skills - reading, writing, and spelling - should be acquired by all students if possible. Emphasis should be on functional skills but the teacher is also cautioned in setting low limits for his students. As with more nearly normal children, some will show more talent in these areas than others. It must also be remembered that many students will not be ready at the primary or even at the elementary level to begin the formal learning of reading and writing. These children must be provided for through enriched readiness programs and periodically be given the opportunity to begin working on a more academic level.

Curricula for the retarded should include a well-structured language arts program outlining specific objectives at each age level whose purpose is

the acquisition of the skills of communication. Language arts should be an integral part of the other instructional areas - social studies, mathematics, science, health and safety, and physical education. The program must also provide enrichment activities as music, visual arts, dramatic arts and literature. For the older student, social living and personal science may supplant the areas of social studies, science, and health and safety.

In all areas of instruction the teacher must plan meaningful activities that are real/concrete. He should work hard to bring the program together so that the material presented will be useful and the possibility of retention will be increased. To illustrate, the social studies program should be geared to create an awareness in the student of the people around him, their roles and the nature of his physical environment as it affects him. Recurring cycles of study about the family, the school and the community should be included. As the student progresses, instruction should be aimed at widening his view of his environment with particular attention to the areas of communication, transportation, and the world of work. An awareness of his human needs and how the community helps satisfy them is also important. Many of these students will never become tremendous wage earners, but instead will probably be in need of the free services offered in the community such as, employment opportunities, medical assistance, child care, and so on. Instruction on what is available, where to find it, and how to use the service are all necessary in a well-rounded instructional program.

Retarded youngsters have difficulty in understanding arithmetic. Some of the factors causing this disability are the low transfer of learning, low abstract thinking ability, poor comprehension, and observation of details and situation, slow absorption of facts, and the lack of ability to concentrate.

These disabilities serve as a guide in the preparation of the instructional program in math.

First of all the basis of the program must not be a watered-down version of a regular class, but one pared of non-essentials and devoted to basic skills and learnings. It should consist of two closely integrated phases, the mathematical and the social. The mathematical phase deals with the number system and the computational processes; the social, with the application of those situations that arise in everyday living. Both phases must be present if the child is to gain a working knowledge of arithmetic.

The computational processes should be made automatic. The teacher must build the program on lifelike situations and problems structured with oral problems for drill and fixing facts. These should be interspersed with simple written examples for practice that will facilitate accuracy and develop speed in using fundamental processes. This sets the stage for individual or small group instruction.

Although a group may work together for a short time, the best teaching is done individually. Most retarded children are easily distractible when tired, hungry, angry, frustrated, or grouped with several other children. After the regular group work has been presented, the teacher should devote some time to each child. This individual help will develop greater understanding of a process than half an hour of large group instruction. The problem should be immediately explained and demonstrated. A new objective should be set up for the child, and he should be sent back to his seat to work.

One word here about the use of counting devices or crutches. Some children count on their fingers; some make a series of dots; some make marks; others use beans, sticks, or an abacus to arrive at an answer. The child should be weaned from this need to count objects or fingers to find sums, as soon as possible. He should be impressed with his ability to perform without these

helpers, and to rely on his ability to recall the sums and differences between groups of objects. Before presenting new material the teacher should review until the child has a feeling of security, or until the teacher is satisfied he will be able, at this stage, to retain the basic facts.

If the student continues to use crutches, he will soon arrive at a plateau in his learning ability. It will require many long, patient hours of explanation of new processes, with good motivation, to induce him to proceed using immature, slow methods of computation. Knowing how to add, subtract, and divide, even though relying heavily upon mechanical aids, is satisfying and useful to the child.

Numbers should be made meaningful to the student. The teacher must take the time to explain every detail of a process, drill on the number facts, and work for comprehension of number values. In this manner the teacher actually prepares the pupils for instruction in specific skills. Many pages of examples for oral and written work presenting the same facts and skills in different ways are needed in order for them to become workable concepts. Concrete objects, such as pennies, small blocks, books, or clothes pins, should be used first for demonstration, followed by the presentation of semi-concrete materials, such as pictures, dots on cards, and finally the number symbol alone is presented. Each step must be presented by the teacher, followed by practice by the student until he has completely mastered the material before proceeding to the next stage.

Teachers often complain about the lack of arithmetic practice work for their students. Regular workbooks and texts are prepared for children with normal intelligence, who are able to use abstract ideas, to analyze a situation, and to use the reading vocabulary at a particular grade level. Some of the work can be used but it must be chosen very carefully by the teacher. Many

teachers that I have known will use some of the pages from many sets of workbooks, picking and choosing as the material suits the skill in which they wish to provide practice. Teacher-made work sheets can also be substituted.

The science program should be concerned with helping the child understand his environment, relate himself to the environment, and become better adjusted to the community in which he lives. Meaningful and useful learning experiences are necessary to achieve the goals of the program. The curriculum should include objectives for developing awareness of living things (plants and animals), of the student's environment (school and home), of weather and seasons and their changes (rain and heat). Students wish to learn about their bodies, about the machines and tools that they use, and the effects of weather on man. Students are very much aware of the problems of pollution and the struggles for conservation and preservation of our natural resources. They can be taught about the world in which they live so that they will be better able to assist in preserving it for future generations.

Instructional materials relating to the human body and its environment are readily available. Many commercial firms have produced multi-media kits containing materials which appeal to both the auditory and visual modalities. Teachers have shown interest in incorporating these materials into the curriculum because of the ability of films, filmstrips, and cassettes to attract and maintain the attention of the special student. It is important that teachers be provided with a wide variety of materials appropriate to their class needs if a well-rounded program is to be offered. State and local administrators must assume responsibility for providing funds for instructional materials. Teachers need freedom in the selection of appropriate visual aides. If a teacher has an active part in their selection, that teacher will choose materials that he is comfortable with and which can best assist the students

in class.

A good health curriculum should have as its objectives the acquisition of acceptable health habits such as proper diet and rest, exercise, tooth care, cleanliness, proper clothing, and the care of the eyes and ears. Students should gain a thorough knowledge of these habits and be assisted in finding acceptable ways to practice them. The curriculum should include information about communicable diseases and how to prevent them by proper health practices. An attempt should be made in the classroom to indirectly uplift the health standards of the home and community in order that the student may enjoy a fuller, happier, more harmonious and more effective existence. This statement is appropriate particularly in an area where a majority of the students are in a low socio-economic group. Often times the only good health practices which a child becomes aware of are the ones taught at school.

In recent years emphasis has been placed on a well-structured physical education program. The full advantages of such a program for the retarded are probably not completely known to us at this time.

Three years ago I saw tremendous changes take place in the behavior of students, faculty and staff when such a program began in a special school for the mildly and moderately retarded. The school population ranged from low middle-income to very low low-income families. In this group it was rather commonplace to have all school age members of the family enrolled in special class. Some children had no winter clothes or wore shoes too small or large for them. One youngster who was enrolled in school for the first time at age seven and a half, had no recognizable vocabulary and crawled around the floor constantly. At first the classroom teacher thought he might be severely retarded. However, a few days after he entered school, the coach

removed his shoes in an attempt to force him to walk. Well, he got up and ran off to be with the other kids in his class. His shoes were three sizes too small. It's no wonder that the youngster crawled - it didn't hurt him as much as when he walked.

Before beginning the physical education program in the first month of the school year, we felt that certain precautions should be taken. A health check had to be made on each child, proper clothing was procured so activities could take place outside in the fresh air and sunshine, and some adjustments had to be made in order to provide an adequate diet for all of the students who did not have nourishing meals at home.

Two young men, former college football players, certified to teach physical education and special education, joined the faculty. I wish to explain here that these were not resource or itinerant teachers added to the faculty but were included in the regular teacher allotment for the school based on pupil enrollment. The coaches, as they soon came to be called, were assigned a class load but did not meet their classes for a full day schedule. Instead, by grouping children according to their abilities, by having teachers move from one class to another, each teacher was able to teach in the subject area in which each excelled. Teachers also taught several classes and became acquainted more intimately with more students than in former self-contained class arrangement. This grouping arrangement also allowed each pupil to spend an hour a day in physical education class - one half hour in the morning and another half hour in the afternoon. Recess period was eliminated. As a result of this maneuver, much of the conflict usually observed in the play yard was no longer evident. If a disagreement did develop between two students, the coach would arrange for the students to work off their frustration with boxing gloves or in a wrestling match - well supervised and within the class structure.

Some of the advantages of a physical education program of this type are already evident to you. These young men provided excellent models for the young boys, many of whom had no older brothers or fathers on whom to pattern their behavior. The presence of these young men was extremely helpful in eliminating the difficult problem of vulgar language which so many of these children heard used in the home on a matter-of-fact basis.

Students quickly learned that their full attention had to be directed to the activity they were learning. If not, the time was lost forever. They readily adapted to the routine as organization was the same every day. Students reported for P.E. class and immediately lined up on the numbers painted on asphalt for them. They became conditioned to respond to the whistle used by the coaches. A short obstacle course was set up and each student knew when he was to run the course and the manner in which this was to be done by him. Gradually more and more energy was expended by individual students to compete with self and then to compete against others in the class.

Teachers in other classes began to feel the carry-over of this desire to excel in the academics. Youngsters returned to the classroom with renewed energy to learn. Motivation was contagious. Discipline within the school became an infrequent problem. Cooperation became the keynote. Everyone worked together - students, teacher, aides, and other school workers. The school soon became a showplace illustrating what the retarded could do if placed in the proper setting.

Within a few months it was clearly evident that these youngsters were happier, healthier, better adjusted and achieving more in the classroom. Teachers were confident that academic advancement would be evident at the end of the year, and it was! The Wide Range Achievement Test was administered at the beginning and the end of the school year. Most children had shown some gain.

Growth charts were also evidence of the success of the program.

The following school year, the program was continued. It was my privilege to take a school member to visit two days after the fall opening. His comment was that it appeared never to have been closed for the summer as everyone was busy, everything was orderly, and the daily schedule was operating smoothly. Naturally he was impressed because these were retarded children and he had certain preconceived, archaic notions about the behavior of retarded children.

At this same school on another occasion, while I was working with a teacher in her classroom, the students came into the room following their P.E. period. This particular teacher had three learning centers placed strategically around the room and the students followed a pre-arranged schedule at these centers throughout the day. The teacher and I had not completed our discussion as the youngsters returned, but she made no move to join them. The youngsters went immediately to the learning centers or their desks and continued the activity which evidently had been interrupted by the previous period. All the students were orderly and appeared to be eager to return to their work.

A well-structured physical education program is an absolute necessity in planning a curriculum for the retarded. The advantages I have mentioned are only a few which I observed on my visits to the school. There are others and and probably even some that will never be known to us, but I'm certain that every child who participates in the program will remember it.

Any discussion of curriculum development for the mentally retarded must also include the enrichment activities - visual arts, music, dramatic arts, and literature. The retarded must be <u>taught</u> the proper use of leisure time. He has spent many years learning to read and should recognize and appreciate his own literacy accomplishments. He should be fully cognizant of any creative ability which he might possess and be taught how to use this ability effectively.

The NARC policy statements on the mentally retarded focus on the many problem areas in special education. These statements also offer solutions to these problems in the form of a challenge. Many of us are aware of the excellent educational programs currently operational throughout the country. These experimental programs provide the rationale and methodology for the types of programs required by the mentally retarded. Many states have examined these programs and are attempting to stimulate school districts to implement them or similar programs in their quest to educate the mentally retarded. Several states, such as Texas with Plan A, and Utah with their move to a competency-based method of placement, are seeking other means than labeling in order to identify and properly place retarded youngsters in the proper educational setting. The challenge has been issued and the means are at our disposal, so now it is up to us to accept the challenge.

RESIDENTIAL EDUCATION PROGRAMS

by

R. C. Scheerenberger, Ph.D.

Every residential facility, regardless of population served, is dedicated to providing those experiences which will facilitate the self-actualization of each resident for which it has responsibility. Therefore, the primary role of the residential facility is one of education in the truest sense of the term:

> Education means the development of the whole man -- Pestalozzi (Fitzpatrick, 1953, p. 32).
>
> To prepare us for complete living is the function which education has to discharge -- Herbert Spencer (Fitzpatrick, 1953, p. 32).
>
> The product of education is a kind of life, a quality of life, an order of life -- Fitzpatrick (1953), p. 24.
>
> Inherent in the philosophy of a democracy is the right of all children to develop to their maximum. Special education . . . is provided for an exceptional child to assist in the development of his potentialities and/or in the amelioration of his disabilities (Kirk, 1962, pp. 31-32).

Certainly, the goals implicit in the above cited concepts of education are identical to the generic purpose of residential care as defined by the President's Committee on Mental Retardation (1970, p. 1):

> The prime purpose of residential services for the mentally retarded is to protect and nurture the mental, physical, emotional and social development of each individual requiring full-time responsible services. Inherent in this commitment is the responsibility to provide those experiences which will enable the individual (1) to develop his physical, intellectual, and social capacities to their fullest extent possible; (2) to develop emotional maturity commensurate with social and intellectual growth; (3) whenever possible, to develop skills, habits, and attitudes essential for return to contemporary society; and (4) to live a personally satisfying life within the residential environment.

In essence, each person in a residential facility for the mentally retarded from the first day of admission requires and should receive an individual-

ized educational or training program, regardless of degree of retardation or chronological age.

Today, we will focus on the implications of the educational policy statements adopted by the National Association for Retarded Children in 1971, especially as they affect the severely and profoundly retarded. The policy statements also will be compared with the newly developed standards of the Accreditation Council for Facilities for the Mentally Retarded, Joint Commission on Accreditation of Hospitals.

The Severely and Profoundly Retarded in a Residential Situation

Today's residential population consists primarily of severely and profoundly retarded individuals. As stated in the recent report by the American Association on Mental Deficiency, of the 201,000 persons residing in the 168 residential facilities in 1969, more than 50 percent were profoundly and severely retarded (President's Committee on Mental Retardation, 1969).

The trend to serve the more severely and profoundly retarded will continue. Not only will residential facilities be required to serve an increasing number of very young multiply handicapped retardates, but an older population as well. Owing to advances in medical care and treatment, the severely and profoundly retarded are enjoying a markedly increased life expectancy. To illustrate, Heaton-Ward (1968) reported that the average age in an English residential facility for retarded persons with IQs less than 25 was 28.8 for males and 29.3 for females. Nine severely and profoundly retarded persons were over age 60, and the oldest was over 70 years of age.

One primary concern with the trend toward serving a more severely and profoundly retarded, multiply handicapped population is that programming will be limited to basic physical care and that existing dehumanizing conditions will become worse. The severely and profoundly retarded, multiply handicapped child is a developmental human being and every effort must be made to create

and deliver an appropriate, comprehensive educational program. This attitude is based not only on sentiment and desire, but also upon neurological and psychological evidence which indicates that little is known about the developmental capability of these youngsters. According to Gardner (1963, p. 310), a well-known neurologist, "learning is a process for which there is no physiological and anatomical basis, other than it is a function of the central nervous system. . . There are no specific regions of the brain which carry out specific phases of learning." Benton (1964) in conclusion to an extensive review of the literature indicated that there is no high correlation between extent of neurological damage and potential for adaptive behavior.

Two primary reasons why many severely and profoundly retarded individuals have not shown greater developmental progress are professional apathy and ignorance with regard to appropriate programming and related strategies for implementation. Furthermore, it is suspected that professional expectancies of performance are not sufficiently high.

Therefore, it was particularly gratifying to see that the NARC policy statements strongly advocated that: (1) "education be provided for all mentally retarded persons including the severely and profoundly retarded"(p.2); (2) services should be provided "for children according to their educational needs, regardless of age"(p. 7); (3) "young retarded persons should have the opportunity to develop further during adulthood by means of programs of continuing education" (p. 8); and (4) that the "public schools" must assume a broader responsibility for the severely and profoundly retarded regardless of their place of residence (pp. 2 and 4). This expanded role of the public school was also noted by the President's Committee on Mental Retardation (1970, p. 7):

> In addition to developing a needed program within the residential facility, the administrator should plan for residents to participate in educational, social, and recreational activities in the community.

There are several important factors associated with the education of the severely and profoundly retarded in a residential setting which were not high-

lighted in the NARC policy statement. This is natural in view of the broad intent of the policy statements.

(1) Residential placement of any retarded individual should be considered temporary. There is nothing inherent to any degree of intellectual ability which, in itself, demands long-term commitment. Regardless of level of retardation, residential programming should be aimed at ameliorating very specific needs in order to satisfy minimum requirements for community placement.

(2) Educational programs should not be delivered in a vacuum, i.e., the entire residential environment -- human and physical -- must be integrated with or supportive of training efforts.

To illustrate, each resident, regardless of degree of retardation, has the right to independence, to a personal life, to privacy, and to a feeling of respect. The "normalization principle," advanced by Nirje (1969, p. 181) should be observed whenever possible, i.e., residential facilities must make "available to the mentally retarded patterns and conditions of everyday life which are as close as possible to the norms and patterns of the mainstream of society."

In addition to a well-trained staff capable of serving as parent surrogates and trainers, the physical environment of the residential facility should be similar to that of a home. There should be a living room, a family-style dining area, recreation or family room, normal bedrooms, and lavatories which assure privacy. The decor should include bright colors, carpeting, draperies, and the usual assembly of furniture and personal items found in a home. Further, especially designed areas should be provided which will stimulate and facilitate sensory awareness, curiosity, mobility, and conceptual development.

Without this type of total environmental support, neither general nor individualized educational programs will prove highly successful.

(3) Inasmuch as this paper, as well as the NARC policy statements, advocates an educational program for each resident regardless of age, planning, implementing, and evaluating such programs requires the talents and contributions of many persons representing various disciplines and responsibilities. This includes professionals (medical and behavioral), paraprofessionals, aide personnel, and parents.

With regard to the mildly and moderately retarded, those individuals whose primary problems involve a developmental disability simply do not belong in a residential facility. If they are committed for other than developmental reasons (e.g., emotional disturbance), then relevant comprehensive services must be made available.

Comparison of NARC Policy Statements with JCAH Standards

As shown in the accompanying Table, the educational standards of the Accreditation Council (Standards . . . 1971) are very similar to the NARC policy statements. Both emphasize: (1) education for all retarded individuals regardless of level of retardation or chronological age; (2) programs should be designed to meet individual needs; (3) educational programming should have relevance to the child's living situation; (4) educational experiences should be provided by well-qualified personnel; (5) public schools have a responsibility for the severely and profoundly retarded; and (6) there should be a much closer working relationship between public schools and residential facilities.

The recommendations of the President's Committee on Mental Retardation (1970) also support these positions. Hopefully, the solidarity of opinion among these three organizations will lend impetus to improving educational opportunities for all mentally retarded persons.

Conclusion

Though the absence of any reference to research with regard to educational diagnosis, placement, programming, and methodology was of some concern, the policy statements are excellent and deserved wide distribution and support by all persons who have a retarded child, who are interested in the retarded, and who serve the retarded in some capacity. They also should be reviewed and seriously considered by administrators and teachers in general education.

COMPARISON OF NARC POLICY STATEMENTS
WITH JCAH STANDARDS

NARC Policy Statements (1971)	JCAH Standards for Residential Facilities for the Mentally Retarded: Educational Services (1971)
Public school education must be provided for all mentally retarded persons, including the severely and profoundly retarded (p.2).	Educational services . . . shall be available to all residents, regardless of chronological age, degree of retardation, or accompanying disabilities or handicaps (p. 49). Educational programs shall be provided severely and profoundly retarded residents, and all other residents for whom educational provisions may not be required by state laws, irrespective of age or ability (p. 51).
The public schools should provide services for children according to their educational needs, regardless of age (p. 7).	The principle that learning begins at birth shall be recognized, and the expertise of early childhood educators shall be integrated into the interdisciplinary evaluation and programming for residents (p. 49).
Curricula for mentally retarded students should be designed with the intention of providing an individualized educational experience for all retarded persons (p. 8).	There shall be written educational objectives for each resident . . . (p. 50). There shall be evidence of educational activities designed to meet the educational objectives set for every resident (p. 50).
Teachers of retarded children should be highly qualified individuals who are especially trained to deal with the full range of educational needs of all retarded persons (p. 9).	Delivery of educational services shall be the responsibility of a person who is eligible for certification as a special educator of the mentally retarded (p. 51).

NARC Policy Statements (1971)	JCAH Standards for Residential Facilities for the Mentally Retarded: Educational Services (1971)
The public educational agency charged with overseeing community education programs should have the responsibility for the education of mentally retarded persons who are in residential care settings (p. 4).	The facility shall seek reciprocal services to and from the community, within the bounds of legality and propriety (p. 51). An educational program operated by a facility shall seek consultation from educational agencies not directly associated with the facility (p. 51).
Provisions should be made for ongoing communication between educators and family members in order to insure that what is taught has relevance to the activities of daily living in the home setting (p. 9).	Learning activities in the classroom shall be coordinated with activities of daily living in the living units and with other programs of the facility and community (p. 51).
A vital supportive policy of the school is the provision of parent (family) counseling services (p. 11).	Educational services available to the facility should include consultation with parents of residents (p.49).

References

Benton, A. L. Psychological evaluation and differential diagnosis. In: Stevens, H. and Heber, R. Mental Retardation. Chicago: University of Chicago Press, 1964, 16-56.

Fitzpatrick, E. Philosophy of Education. Milwaukee: Bruce Publishing Co., 1953.

Gardner, E. Fundamentals of Neurology. Philadelphia: W.B. Saunders Co., 1963.

Heaton-Ward, W. The life expectations of mentally subnormal patients in a hospital. British Journal of Psychiatry. 114: 1591-1592, 1968.

Kirk, S. Educating Exceptional Children. Boston: Houghton Mifflin Co., 1962.

Nirje, B. The normalization principle and its human management implications. In: Kugel, R. and Wolfensberger, W. Changing Patterns in Residential Services for the Mentally Retarded. Washington, D.C.: President's Committee on Mental Retardation, 1969, 179-196.

Policy Statements on the Education of Mentally Retarded Children. Arlington, Texas: National Association for Retarded Children, 1971.

President's Committee on Mental Retardation. Residential Services for the Mentally Retarded: An Action Policy Proposal. Washington, D.C.: U.S. Government Printing Office, 1970.

Standards for Residential Facilities for the Mentally Retarded. Chicago: Joint Commission on Accreditation of Hospitals: Accreditation Council for Facilities for the Mentally Retarded, 1971.

CLASSIFICATION AND PLACEMENT OF THE MENTALLY RETARDED

by

Samuel A. Kirk

Classification and labeling of children have now become "bad words" in many circles. When emotional reactions result from the use of words, it is incumbent upon us to find out whether or not the words are detrimental or whether the practices under which they operate are being abused. I, like many others, have been guilty of maligning the concept of classification, and of labels, primarily because of their misuse.

Public school classes for mentally retarded children were initiated around 1900 because society was unable to build enough institutions for what was then called the "feebleminded." Originally children assigned to special classes were children with IQ's below 70. This was in harmony with Goddard's classification of "moron" whose IQ range was 50 to 65.

During the post World War II period when special classes became popular, and when state legislatures began to subsidize special classes in public schools, the IQ criterion for eligibility for admission to special classes began going up to 75 and then to 80 and in some cases to 85. Since the American criterion of success is bigness, directors of special education make their programs bigger and bigger by raising the IQ eligibility criterion.

During the last few years the organization of special classes has been questioned and in some school systems has been abolished. This morning I should like to give my opinion, whatever that may be worth, to a discussion of some of the issues relating to diagnosis and placement.

First, I should like to discuss terminology, which results from a classification system. The Education Committee of NARC has developed a policy state-

ment on the education of the mentally retarded. I agree with their statement of policies except the one on terminology. They state, "The terms 'educable,' 'trainable,' and 'sub-trainable' should be replaced by the AAMD classification of 'borderline,' 'mild,' 'moderate,' 'severe,' and 'profound.' They do not give their reason for this recommendation, some have stated that the terms are limiting.

As I indicated, I disagree with the change of names to primarily a psychiatric classification, since the terms mild, moderate, severe, etc. have no educational relevance. The terms educable and trainable, on the other hand, have educational relevance and in a sense determine the goals of the curriculum. Educable mentally retarded has been defined in the educational literature as referring to a child who is (1) educable in the academic sense in that he should learn the 3R's to the 3rd, 4th or 5th grade; (2) educable in social communication in that he is expected to learn to get along socially in the community without supervision; and (3) educable occupationally in that he can learn to hold a job and support himself partially or totally. Hence, the term educable defines the parameters of educability, including potential for development. The terms mild and moderate have no such educational parameters, goals, or educational objectives, or educational potential.

The term trainable mentally retarded has always implied a definition of the goals for the educational program, namely: (1) has the ability to learn self-help; (2) has the ability to adjust socially in the home or neighborhood and not in the community; and (3) has the ability to become economically useful in the home or in a sheltered workshop. The term trainable as contrasted to educable implies again the parameters and potential educability, i.e.: (1) self help; (2) social adjustment in the home; and (3) occupation or economic usefulness in the home or sheltered environment.

It is for this reason that I prefer the terms educable and trainable, in contrast to mild and moderate, since the latter have never been defined in educational terms, nor did those who originated the terms have concerns about the educational program. Mild, moderate, and severe are relative terms and have meaning only in relation to each other. Thus, "moderate" means in between mild and severe.

During the last decade, classification and placement of children in classes for the educable mentally retarded has been questioned. The appendix to the Policy Statement gives the NARC position statement, namely that we are going through a period of overgeneralization. It is conceded that some children are misplaced in special classes for the mentally retarded and that better evaluation techniques are needed.

I do not believe there is much controversy about the placement and assignment of children to classes for trainable children. The major controversy, however, is with the educable, or mildly retarded. I should like to discuss this problem a little further since our enthusiasm of special classes has sometimes blinded us to a number of issues.

First, we have generally failed to discriminate the dual concepts of individual differences, namely: (a) interindividual differences; and (b) intraindividual differences. Interindividual differences has been used to measure children along a continuum. It compares a child on a scale with other children. The IQ is one measure of interindividual differences. Most measuring instruments are of this type and lead to classification. A child with a low IQ is classified as mentally retarded and one with a high IQ is classified as gifted. There is really no basic fault in classification, except that it is used for categorizing or placing children, and since the instruments are not perfect measures of ability, they have also been used for mis-categorizing or misplacing some children. A second fault in classification is that it is often considered

the end of diagnosis instead of only the beginning.

The second and more important concept of individual differences is intraindividual differences. This concept does not compare Johnny with Billy. It does not classify Johnny as mentally retarded and Billy as gifted, but actually compares Johnny's abilities with his own disabilities. An evaluation of a child for intraindividual differences leads to an assessment which aids the development of an individualized program of instruction for Johnny. To illustrate what I mean, I should like to show several ITPA profiles of children with the same IQ.

Figure 1 shows the profile of a child with a Binet IQ of 77. You will note that this child does not have significant intraindividual differences. He is equally retarded in all psycholinguistic functions.

Figure 2, on the other hand, is a profile of a child with an IQ of 71. As far as interindividual differences are concerned he is of the same classification as the child in Figure 1 and is found in the same special class. But the similarity ends here. The second child in Figure 2 should not be classified as mentally retarded since in many psychological functions he is normal. This child should be treated as a child with a learning disability and not as a child who is mentally retarded. He will not necessarily improve under the special class program for the mentally retarded and in spite of the Binet IQ and classification is misplaced in a special class for the mentally retarded.

Figure 3 is a profile in language ages of a nine year old child with a Binet IQ of 70. You will notice here an extreme case of intraindividual differences. His psycholinguistic ages range from age 2 to above age 10. His average age of 6-9, to be sure, is significantly below his chronological age, but the average has little educational relevance. A special class curriculum geared to a child of 6-9 is not appropriate for this child. He requires specific individual remediation.

Another major criticism of special classes for the mentally retarded is the overwhelming enrollment of minority group children in classes for the mentally retarded. These children test low on the Binet and Wechsler, possibly because of language disabilities and cultural deprivations, and not generalized mental retardation. Many of them, when evaluated from the point of view of an intraindividual differences, look like the cases I showed of children who have wide discrepancies in growth.

Jensen at Berkeley has postulated that there are two abilities which he calls Type I and Type II. They are very similar to the Representational and Automatic levels of the ITPA. He claims that there is a difference between high and low socio-economic levels in Type II and no difference in socio-economic status in Type I. Thus, many of the culturally deprived children may be normal in rote learning ability, but test low on tests like the Binet which may be loaded with Level II, or representational level, abilities.

Is the criticism that minority group children are being mislabeled "mentally retarded" a legitimate criticism? I am certain that it is, and I am sure that a more adequate survey of these children will show that too many of them are being placed in special classes for the mentally retarded who should not be there.

I should like to present some evidence to indicate that our standard interindividual tests of intelligence are misclassifying children, and that a larger proportion of minority group children are being so mislabeled. In the large cities of Chicago, Los Angeles, San Francisco and others, we find a large proportion of minority children enrolled in special classes. In the larger cities the special classes have had an overwhelming number of blacks, Mexican-Americans and other minority groups. I do not believe this statement needs documentation. It is inconceivable that there are that many mentally retarded among minority groups. The only logical conclusion is that a larger proportion

of minority group children score lower on our intelligence tests which have been standardized on Caucasian populations.

Price (1971) analyzed changes in IQ's of Mexican-American children as compared to non Mexican-American children in special classes. He found that Mexican-American children had a median increase in IQ of 7.3 points, whereas the non Mexican-American children had a median gain of .14 points, or no increase. This may only mean that the initial tests rated them lower than they were and that schooling gave them a better language facility that aided them in scoring higher. Interestingly, Price studied 25 of the Mexican-American children who had increased their IQ by 10 points or more. As contrasted to those who did not make an increase, they administered Type I and Type II tests of the Jensen variety to these two groups. He found that there was no difference between the "marked increase group" and the "no increase group" on Level I abilities. But the "marked increase group" displayed significantly superior abilities on Level II tasks. I am inclined to think that our methods in classification and placement of children in special classes needs a thorough overhauling. This impression evolves from studies of other minority groups.

So far I have been able to collect three studies on Indian children and a number of studies on black children. These studies cannot be reviewed in detail here. I can, however, summarize some of the research which indicates that we will need a much different criterion of mental retardation if we continue to assign minority children to special classes for the mentally retarded.

The first study of psycholinguistic abilities of blacks was conducted by Ryckman (1966). He found that middle class blacks were similar to middle class whites. In auditory memory, however, the blacks were superior to whites. As compared to middle class blacks and whites, the lower class blacks were inferior in all psycholinguistic abilities except auditory memory. These results

are presented in Figure 6. This study has been replicated several times with the same results. Blacks are definitely superior in auditory memory. An inference here is that if an intelligence test is loaded with auditory memory the IQ will be high; if auditory memory is lacking, the IQ will be lower.

Indians have not been assigned to special classes for the mentally retarded simply because they do not live in large numbers in the ghettos of the big cities. If they had large numbers of them like other minority groups, they would be in special classes. On standard intelligence test like the Binet, they average 80 to 85 IQ.

We have had several studies on Indian children and find that the global intelligence test tells us very little. Their strengths according to Lombardi (1969) and others is in visual intelligence. They show a superiority over blacks and whites in visual memory, for example, and because of lack of exposure to the English language many of them score at the mentally retarded level on tests that utilize their vocal abilities.

What does this mean for minority groups? It means that our previous system of assigning minority group children to special classes on the basis of global intelligence tests (standardized on Anglo children) is indefensible. It is for this reason, among others, that special classes for the educably mentally retarded have been legitimately criticized. But, I also agree with the NARC statement that we are overgeneralizing when we go to the extreme and abolish special programs for those to whom these programs are beneficial.

From the point of view of placement and classification of children, I think the future will find that:

1. We will retain our special programs for trainable children, and be cognizant of the fact that even some of these will require other forms of education. Among trainable children are also found misclassified and misplaced children. Note figure 7, of a child who was not talking at the age of four, who

had been found through chromosomal tests to have translocation, causing the doctors to label him a case of Down's syndrome and assigning him to a class for trainable children. His ITPA profile showed superior abilities in the visual functions and he had no other signs of mongolism. This profile is certainly not that of a mentally retarded child.

2. We will be very careful in assigning children from disadvantaged homes to special classes on the basis of global intelligence tests. Our cut off points of 75, 80, 85 will be considerably reduced if we continue to use our current global tests of intelligence.

3. We will rely more heavily on diagnostic rather than classification tests in assigning children. This means we will be concerned with intraindividual differences more than with interindividual differences.

4. We will evolve alternate procedures of organizing for educational programs, resource rooms, itinerant teachers, part-time special class, full-time special class.

5. With interest in preschool education, children will have better opportunities to develop at ages three, four, and five. Universal preschool education for all childrenwill help prevent cultural mental retardation at a later age. I would suspect that when this country provides universal preschool education, especially in the poorer areas, we will reduce significantly the number of children requiring special education for the mentally retarded.

References

Kirk, Samuel A. and Kirk, Winifred. Psycholinguistic Learning Disabilities: Diagnosis and Remediation. Illinois: University of Illinois Press, 1971.

Lombardi, Thomas P. "Psycholinguistic Abilities of Papago Indian Children." Unpublished Doctoral dissertation, University of Arizona, 1969.

Price, James D. "Analysis of Changes in Intelligence Test Scores of Mexican-American Youth assigned to Special Classes in Relation to Jensen's Two-level Theory of Mental Abilities." Unpublished Doctoral dissertation, University of Arizona, 1971.

Ryckman, David. "The Psychological Process of Disadvantaged Children." Unpublished Doctoral dissertation, University of Illinois, 1966.

PROFILE OF ABILITIES A MENTALLY RETARDED CHILD WITH NO SIGNIFICANT ABILITIES OR DISABILITIES

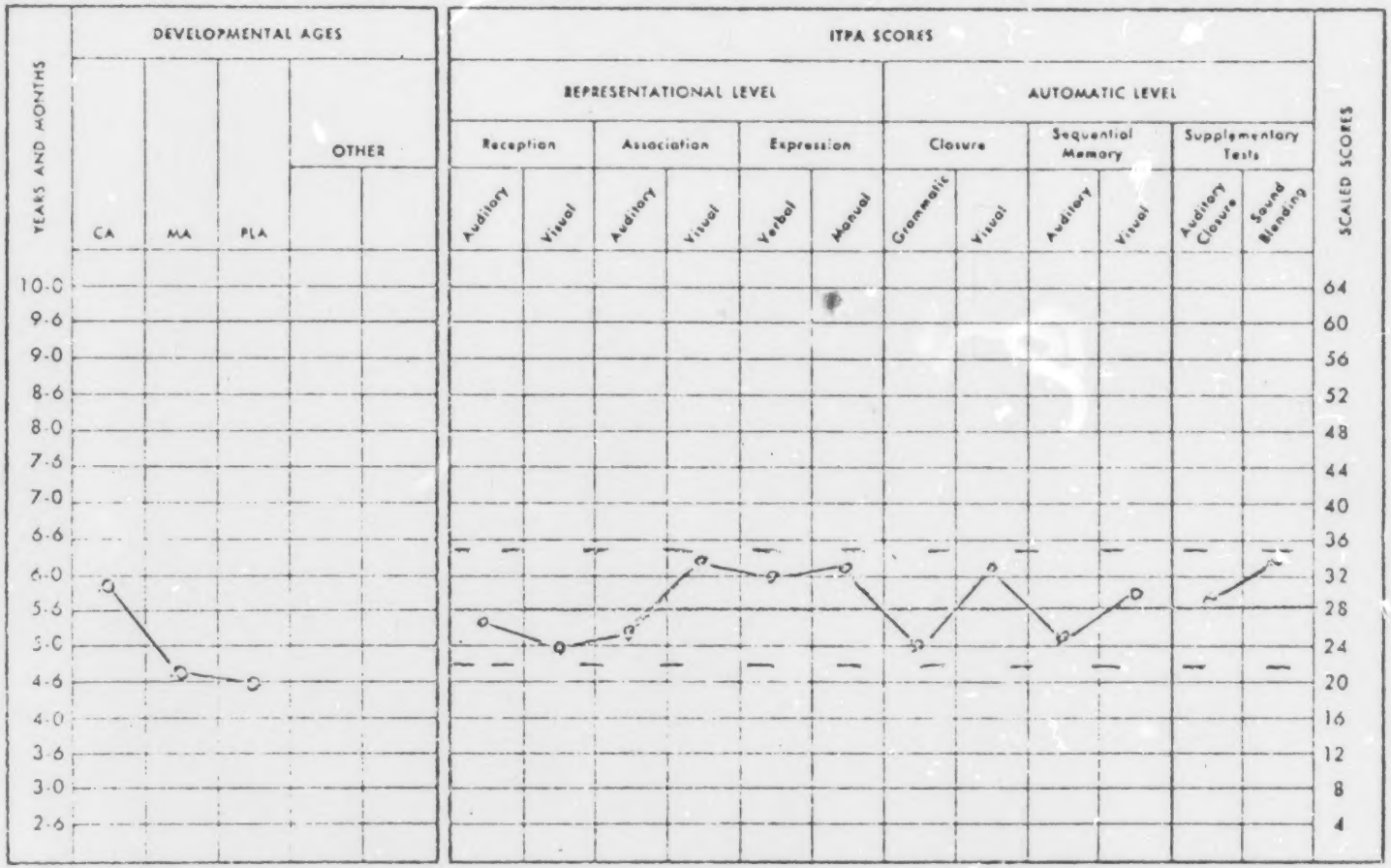
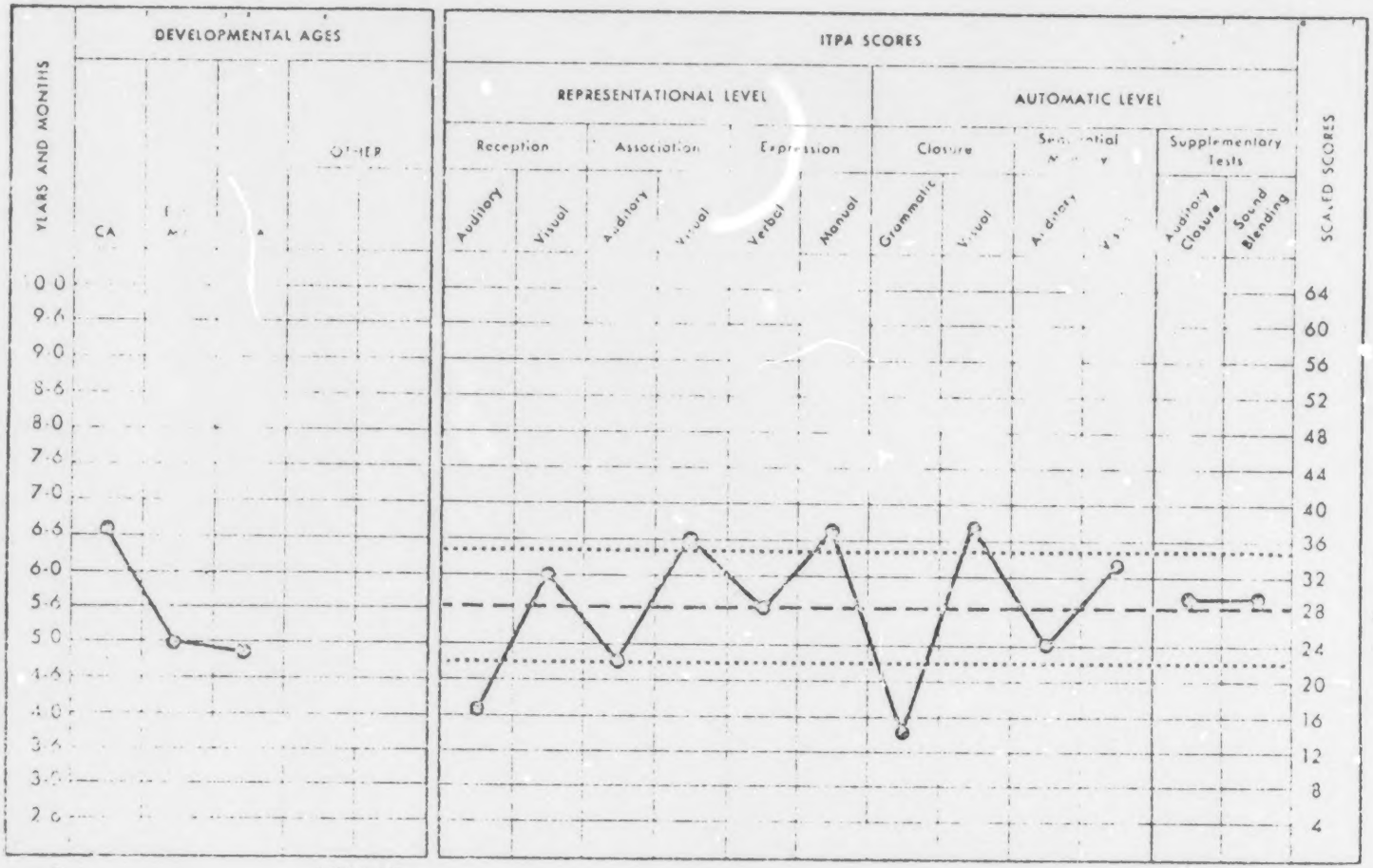


Figure 1.



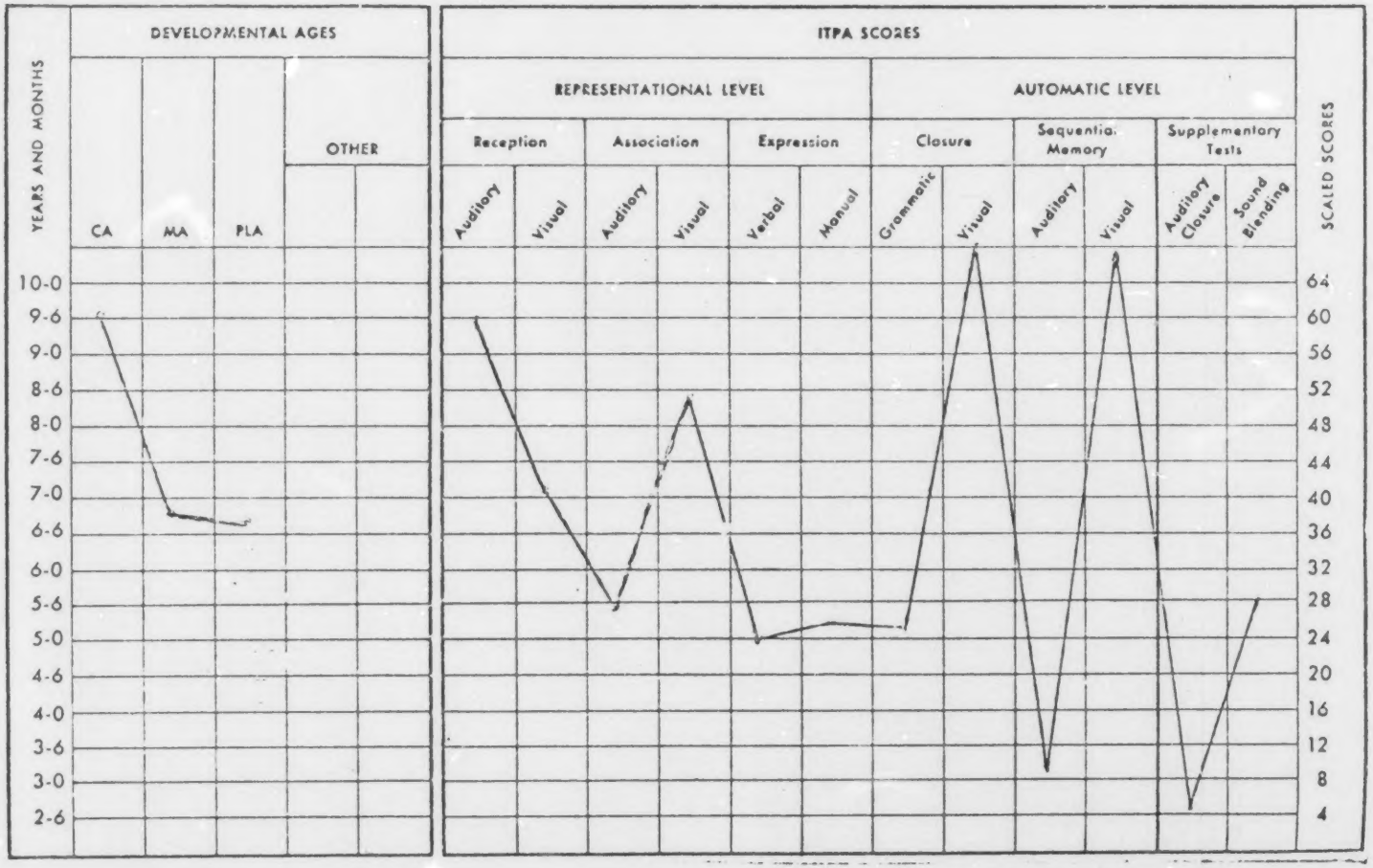
A child classified erroneously as mentally retarded

Figure 2

A child with marked intraindividual differences, classified erroneously as mentally retarded.

Figure 3

PROFILE OF ABILITIES



A Pretest - Age 8-1

B 16 months of special class placement--no remediation
Age 9-9

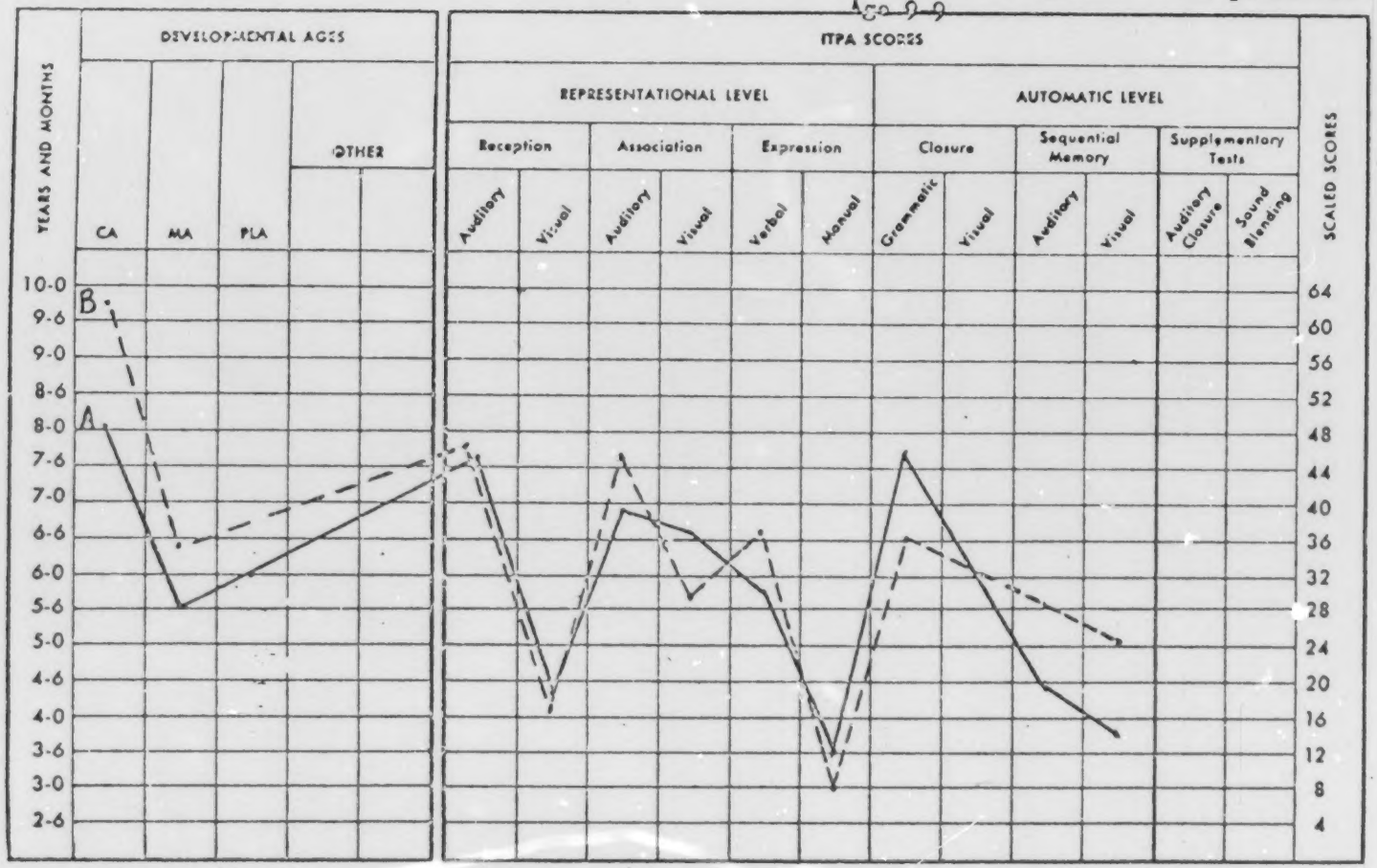


Fig. 4. Profiles before and after sixteen months of special class placement.

B 16 months of special class -- no remediation
Age 9-9

C Postremediation Age 10-4

PROFILE OF ABILITIES

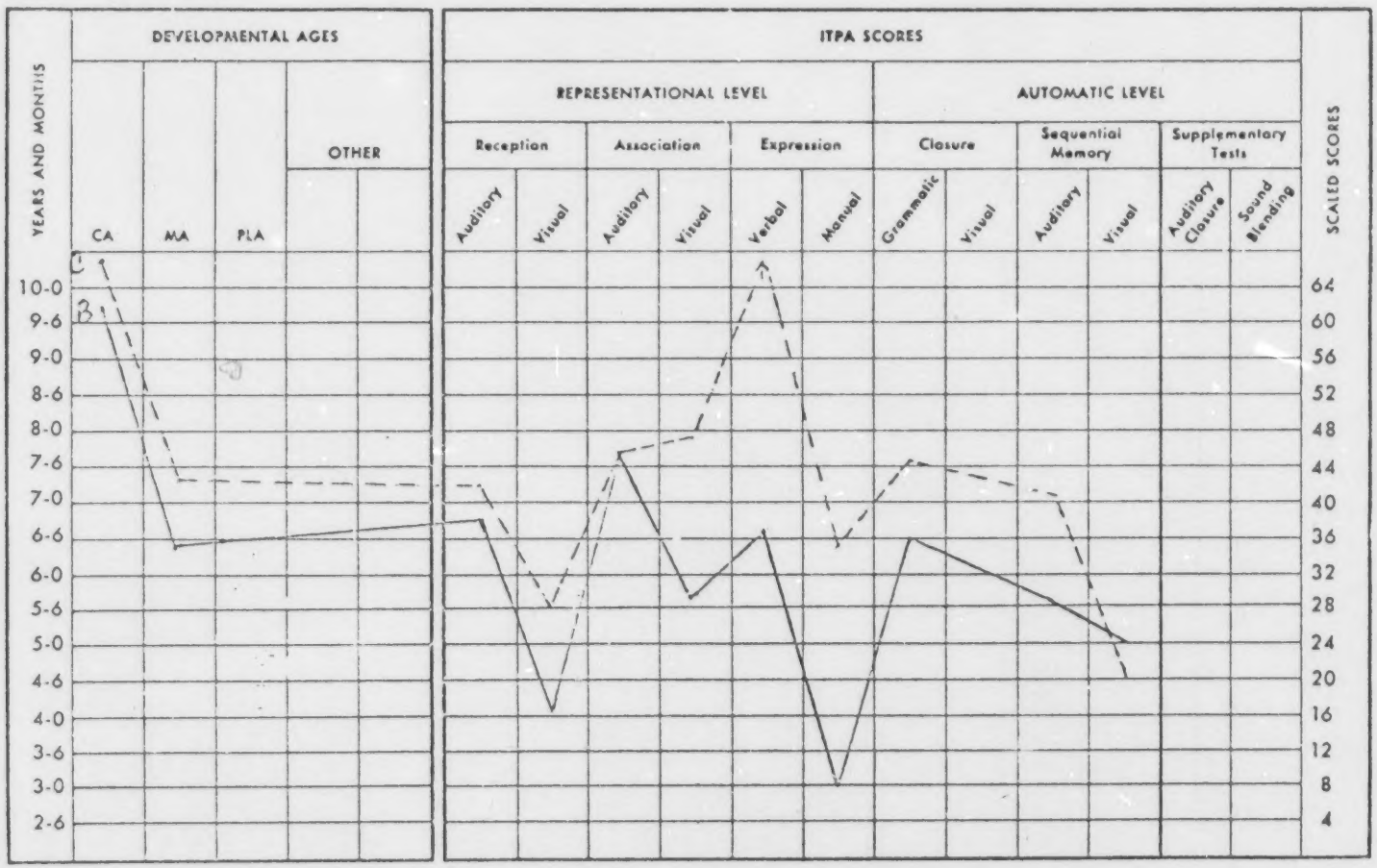


Fig. 5. Profiles before and after seven months of remediation.

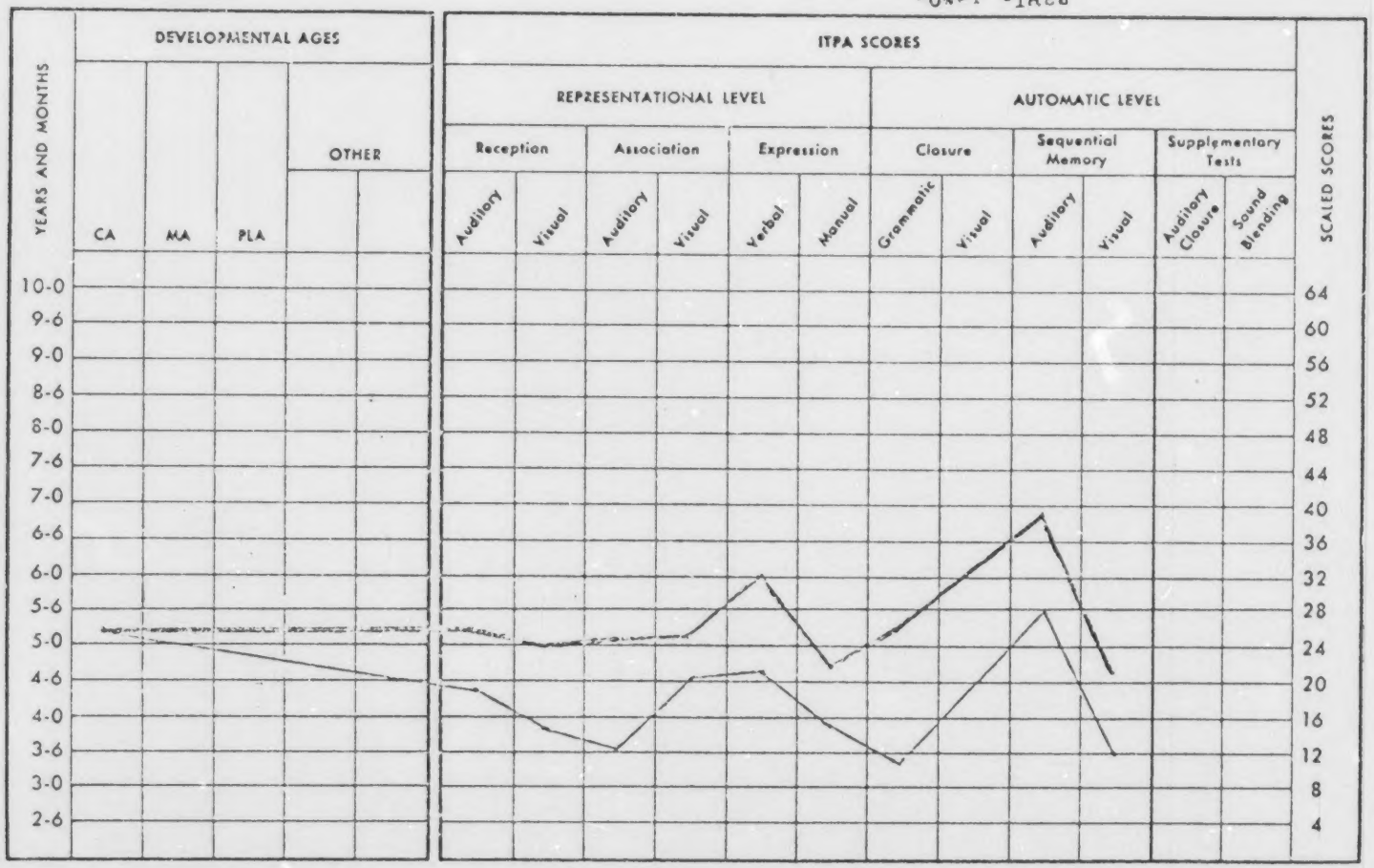


Fig. 6 Source: Ryckman, David. "The Psychological Process of Disadvantaged Children," University of Illinois, unpublished doctoral (Ph.D.) dissertation, 1966.

PROFILE OF ABILITIES

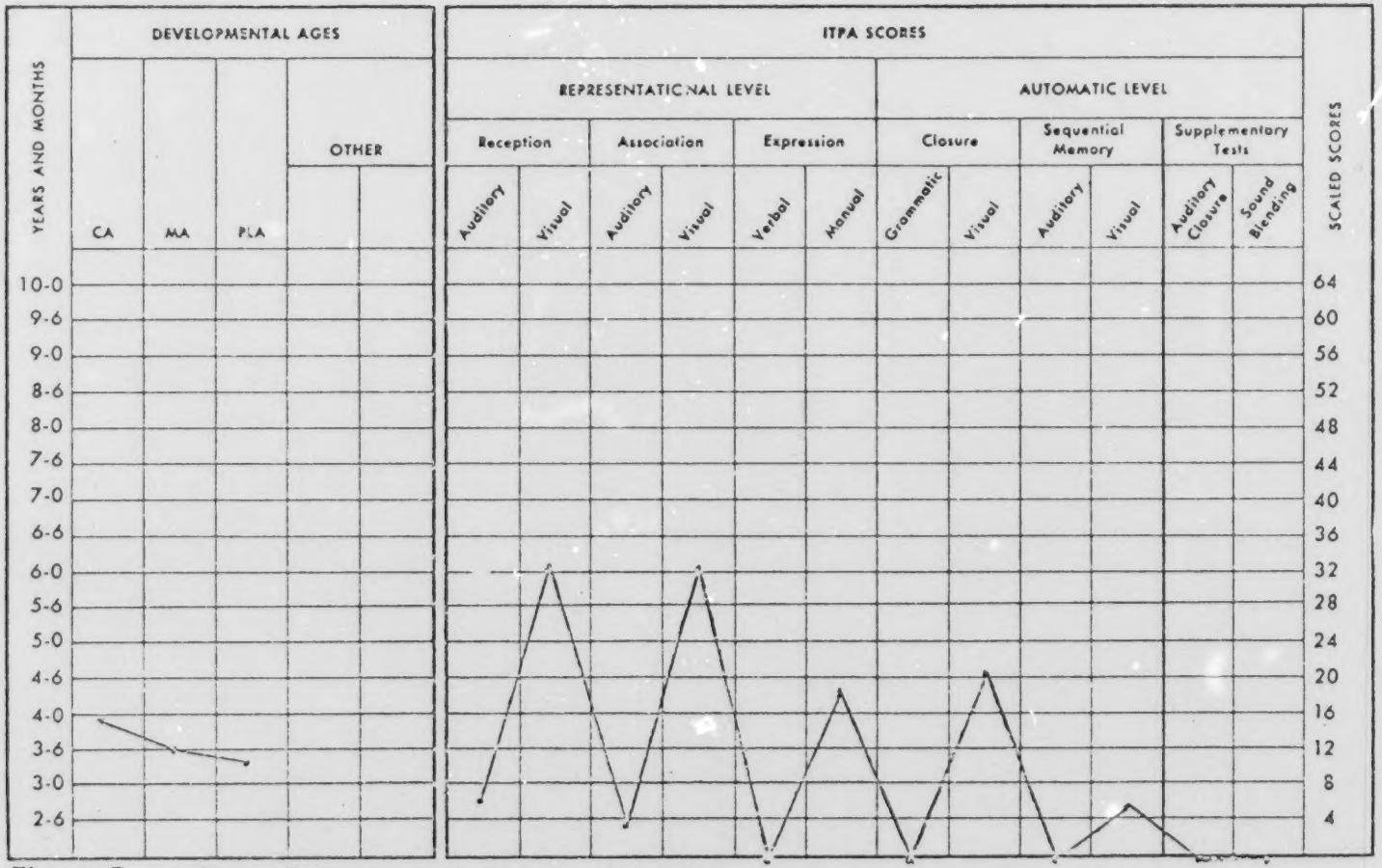


Figure 7. A Case of Chromosomal Translocation Diagnosed as Trainable Mongoloid.

A Reply to Dr. Samuel Kirk's Speech

by

Dr. John Kidd
Assistant Superintendent
Department for the Mentally Retarded

Dr. Kirk, I'm very happy to note, thought the Policy Committee and the Board of NARC made at least one error in judgment. He was not booed out of the room when he said it, and I think that assures us of an open-minded situation. I would like to second his position. Further, since Mr. Fred Krause said he, too, thought this was not the answer, I will not be resented if I take it one step beyond that and say perhaps we have our problems even with our terms 'educable" and "trainable" as Dr. Kirk indicated. By the ceilings and the over-simplified business of IQ varying from state to state such that in a state with a ceiling of 68 IQ for educable, and a state with a ceiling of 85 IQ for educable, the nation no longer knows what educable mentally retarded or handicapped means. We have more children between the two ceilings than between the base and the lowest ceiling. That's the degree of confusion.

That, among many other considerations, led our Division of Education of the American Association on Mental Deficiency, in its report to the convention in Houston in June of this year, to make certain recommendations. One of them adopted unanimously said this in part --"The Council authorizes, if needed, a grant application seeking to further extend staff and time needed to modify the association's terminology and classification particularly as it relates to the educational sector."

There is another partner we can enlist in our common cause -- the President's Committee on Mental Retardation, with CEC, has already joined

NARC in our Monte Corona Conference in March of this year.

Dr. Philip Roos clearly told us that this is a working paper;* that we are here in part to dissect it to see how we can do a more adequate job. This is only the beginning, and I hope that each succeeding document will be considered to be only the beginning and that we never think we've made it. That is truly a dangerous condition.

The point about testing: I second Mr. Krause's suggestion that you watch for the "Very Special Child" publication from the President's Committee which will be along in about two weeks. You will find that some attention there is being paid to the incompleteness of not only how we are staffing diagnostic efforts but to the tools of diagnosis. One of the points following up what Dr. Kirk said to us about what sufficient diagnosis is going to include -- sufficient categorization can only be made in light of such diagnosis. He didn't say that this will cost a lot more money than we are spending for a peripatetic psychologist wandering in and out of your local school system once or twice a year to see a half a dozen kids. You can't do it that way. We've got to be appreciative not just of instrumentation but of the human practitioners who are going to apply these instruments and digest and interpret and help us apply the result. There is a lot to be done.

In connection with improved tests, I would like to suggest a couple of names to you in addition to the beautiful work done by Dr. Kirk and colleagues on the ITPA. Dr. Milton Budoff is one, if you are interested in literature of new testing of improved attempts to assess human potential for learning. Milton Budoff is perhaps the number one man in the East and I think in the West it is Dr. Jane Mercer. If you have other names maybe they will give you a chance to say them after while, and I hope Dr. Kirk will agree that these are two people who are really making contributions. They are

* NARC's Policy Statements on the Education of Mentally Retarded Children

marching ahead with us and trying to find better ways of doing what we are interested in doing in this field.

Dr. Edwin Martin, Associate Commissioner of Education and head of the Bureau for the Education of the Handicapped, addressed us and warned us against the over-swing of the pendulum against the special class. Some of our colleagues are saying, "We don't have a perfect system so let's discard it," ---- which I can't quite take, it's not palatable to me. "You don't have the perfect system so let's strive to perfect it." That, I think, is where we are, if you don't mind that quaint way of saying it, and that's the way in which I think we must go. The phrase that so many of us find ourselves turning to, and I was glad to see Dr. Kirk join me in this, is "Don't throw out the baby with the bath." "The system is less than perfect so let's throw it away and what do you do?" As some of our colleagues I'm sure would say, "Let's put them all back in the mainstream." One of our congressmen says, "But that's where most of them will drown." So pardon my being dramatic. We can't do this "all or nothing" thing and go where we want to go with these children.

There is the problem of the linguistically deprived, the psychomotorically deprived, the affectively deprived children in our society who come from poverty, if we can oversimplify it. I think some of the more eloquent statements about poverty and what it does to children were made by our recently deceased colleague, Whitney Young. "We don't need to know more about what poverty does to the human spirit we just need to eliminate poverty." This is the essence of his message about deprivations that lead these children to the typical Binet 70-75, when in any kind of fair assessment of their neighborhood adequacy one would say that the adaptive behavior quotient is 100, 110 or 96. We are not implementing the second leg of the AAMD definition of mental retar-

dation. The first has to do with subaverage intellect. We do a fair job of assessing that, and do it in a rather sophisticated way with the help of such things as the Illinois Test of Psycholinguistic Abilities, but we don't do very much about the second dimension, adaptive behavior. The American Association on Mental Deficiency, after it wrote this definition in 1959; and slightly revised it in 1961, set about trying to develop an instrument to assess adaptive behavior of children. It has now published adaptive behavior scales and a manual, and you can buy them. But we all know that they fall short of where we hope to go.

In that connection, let me call your attention to another resolution from the Education Division, unanimously approved by the governing body of the American Association on Mental Deficiency in June of this year. The council authorized a grant application seeking to revise the adaptive behavior scales, particularly to include more behaviors within the performance potential of high ability mentally retarded, possibly to include an adaptive behavior quotient. We envision a necessity for full-time staff over a three to five year period.

There are signs of progress all around us. I think the meeting here is one important meeting out of an interrelated series of meetings and I think that one of the efforts that has to emerge, (and I'm not sure who is going to take the leadership in this) is bringing together a synthesis, a sequencing of things that are happening in several arenas all over our common interest. I'm sure we agreed on that in Monte Corona and I'm anxious to see if we do find some specific outcomes of such recommendations.

In the Globe-Democrat, which is a St. Louis newspaper, of September 18, 1971, there was a statement that some special classes for the handicapped, and I assume that means educable mentally retarded, in that state called "handi-

capped," were eliminated for the wrong reasons this year. Those of you who heard Senator Burgener recall his saying that we must bring an end to the era when the mentally retarded and the other handicapped are the last to be served and the first to lose service when there has to be curtailment of service. The Globe-Democrat this morning quoted the state director of special education of Illinois as saying that his just completed survey of 10 counties revealed that 27 school districts in those 10 counties closed down 79 classes for the handicapped. For what reasons? Budgetary reasons. There it is, right here. Just what we're talking about, budgetary reasons. What's the first service to go? Not with reference to their need for it, not with reference to misplacement, not with reference to wrong tests, not with reference to minority groups, but simple budget. What goes first? Legitimate attempts to meet the special needs of the special children about whom we are here today.

There are many things that I want to say to you and the time doesn't permit. Let me say that I am offended for this society by what I've been calling sanctification of change. The sanctification of change has reached the point, it seems to me, where change becomes a goal rather than, to me, its rational place in the scheme of things, a means toward the achievement of a goal and only a means toward the achievement of a goal. So how can one say, "We must change. Why? Because we must change." No thinking, no goal beyond that. To change for a reason -- we have it. We're here because we think we have not met the aspirations of the parents and friends of mentally retarded children in this country. And the position that we've read here from this document is a statement of aspirations. The implementation of meeting those aspirations remains largely to be developed. We need a package that says more than, "This is what we want to do," but, in full realization as this document recognizes, that we don't know how to do many of the things

that this document hopes we will learn how to do. This organization of NARC and the others concerned must join together to bring about implements that we can use, curricula that we can use, prepared teachers that we can use and these largely don't exist. We can't overnight, accommodate this kind of goal because we don't know how. If special education for the educable mentally retarded in this country has been criticized for any one thing it's starting too quickly upon legislative demand before there was a teacher ready to do it; before the kid was sufficiently diagnosed; before the programs could be sufficiently prescribed. Let's don't use delay as a tactic to do nothing, but let's delay long enough to do something well before we just do anything.

There are lots of things wrong with the world. There are lots of things wrong with America. There are a few things wrong even, I think I could say safely,with St. Louis. There are a lot of protestors and demonstrators, militants, revolutionists and even a few violent ones and occasionally an Attica. But there's one thing right with the world. And that's your being here.

SEVERELY AND PROFOUNDLY RETARDED PERSONS IN THE PUBLIC SCHOOLS

by

Thomas E. Jordan
University of Missouri - St. Louis

For most people who have informed views on the nature of mentally retarded children, their assets and liabilities, the problem is largely one of providing services to children who are mildly retarded. This group is the majority, being approximately eight out of every ten retarded persons. The uninformed are always surprised that retardation is comparatively mild in most instances. An outcome of this state of affairs is the degree of progress we have seen over the years in the development of services.

The expansion of social services has been a progressive matter, as more and more children have been cared for. However, there has not been a corresponding movement in the care of children whose retardation is more than mild. The moderately retarded, Down's syndrome youngsters for example, have been less well cared for.

It must be pointed out that there are children who are much more severely retarded than the Down's syndrome group, children we generally describe as moderately retarded, overall, and as trainable, from the point of view of educability. There exists a small group of children, perhaps five to ten percent of retarded children, (3 per 1,000 of all children) who are far worse off. This is a group of retarded children whose problems are acute; their degree of retardation is extreme, and improving their lives has proved far more difficult. In fact, their situation within the retarded population is like that of the retarded among the normal population. That is, a neglected group whose interests have generally not been well served.

The reasons need not be gone into, save to point out the realities which have prevailed.

First, the condition of the severely and profoundly retarded is not one which arouses the best emotions in the public mind. It is hard to present the severely retarded through attractive photographs and winning personalities.

Second, the problem is statistically small, although it is disproportionately large in human terms.

Third, serious attention requires far more planning and expenditure than is needed for less afflicted retarded persons, such as the mildly retarded.

Let us now give some attention to the state of severely and profoundly retarded persons. It is wise to begin by taking the words "severely" and "profoundly," quite literally. We are not dealing with individuals who are representative of the larger group of retarded persons. We are dealing with persons whose mental debility is extreme. The spark of intellect, of mind - to use the older, more applicable term - can seem almost extinct. There is no "imprisoned perceiver" behind barriers of sensory and motor complications. We are discussing the most serious cases of mental retardation.

Perhaps the most striking aspect of serious retardation is the complexity of problems. Severe retardation usually does not exist, like mild retardation, in a generally healthy constitution. To the contrary; mental retardation is usually the epiphenomenon to serious physical disorders, usually those of the central nervous system, although other bodily disturbances may obtain. The result is that depression of attainment due to the mental retardation is also compounded by the negative physical factors. These are elements which may be the cause of mental retardation, in the case of brain damage.

The provision of care for persons in states of severe retardation and chronic ill-health is clearly complicated. There is the basic fact of a need for broad medical care, nursing, bed care, medication, toileting, and so forth. A minimal plan under the auspices of any formal agency requires provision of broad services. The services are provided for a complex, the family unit, not the seriously retarded child alone. The family may be construed as a chronic care, multi-problem group, seen in a social agency context. In raising the family aspects of the matter I wish to point out the breadth of the issue, and also to reassert, as a personal bias, the primacy of family life as a context for understanding retardation. It is a family matter since serious degrees of retardation can produce grave problems in members of a family, straining loyalties, and testing personal resources to the extreme.

The state of our response to this complex is not very good. In most cases care takes the form of institutionalization; within institutions it may take the form of life on backwards. To some extent this state of affairs has been unavoidable. The knowledge base for understanding serious retardation is not great. Our grasp of non-medical, i.e., cognitive, assets is quite limited. Our technologies for training and education have traditionally been verbal, and geared to large repertories of response. Obviously, the non-verbal, motorically involved, fail to meet us half-way, and we have not generally been too concerned.

Professional response has generally been to deny the possibility of improvement, and so justify a lack of attention. This attitude is seriously challenged in the policy statement on education for the profoundly and seriously retarded persons presented by NARC.

The very first statement after the Preamble calls for a change in the thinking of persons charged with providing services for children.

Perhaps the first issue which should be faced is the matter of cost. It must be conceded that service for seriously handicapped children is expensive. Yet that concession does not invalidate the claim to public funds. Traditionally, public funds have never been spent on all the children of a community. Two groups have been excluded. One is the large group of children in parochial schools, a constituency which has elected not to use public funds. The other is the handicapped, who within memory have not been allowed to use public funds. Both groups are now seeking access to the fiscal base which public taxation has created. In the case of the seriously handicapped the extention of public services called for in the NARC policy statement is based on the right in equity to share in public funds.

The fiscal base which may be tapped is broad. It consists of monies amassed at local state and federal levels. It consists of funds which are nominally educational, but it also consists of funds which are established for social service and medical work. The NARC statements refers specifically to educational funds; I wish to point out that the complexity of full service may require use of other funds. There are funds which exist, and may be used as complements to nominally educational funds.

The NARC statement is noteworthy in another way, its call for modification of existing regimens of instruction. It is clear that new ground will have to be broken if this aspect of NARC's position is to be responded to. It seems likely that development of children will best be obtained along the lines of behavior modification. A substantial body of data shows that great advances in self-care-toileting, for instance - can be made by use of behavior modification techniques. In citing this resource I should also call your attention to the gap between the potentials of educational technology, and the reality of much current practice. Far too often children of all degrees

of intellect are educated at a level well below their capacity for response. Behavior modification techniques - the applied experimental analysis of behavior - are a striking exception to the sad progression of educational panaceas which have failed. Teachers have been promised the millenium in the past, if they would only adopt the tape recorder, TV, and the teaching machine. Behavior modification may well stay the course, however, it can bring relief to instructional problems, including those of the severely retarded.

I would like to turn to a point of some subtlety which I detect in the NARC policy statement. The statement refers several times to educational services, the processes by which children attainment is advanced. The NARC statement does not refer to schools as the obligatory site for the provision of services. I take this to be a sign of some delicacy of thought. It thrusts aside the secondary element of place for education in favor of the process and the product. What is called for in the policy statement is not more special classes. That is a tactic which traditionally has put the handicapped at a disadvantage in two ways; first, on the basis of competition for space, second, by permitting accountability to begin with expenditures of funds, janitorial supplies, and lengths of bus routes provided.

As I see it the reference to educational services stresses functions, one of which is child growth. It is now possible, in light of the wording of the NARC policy statement, to discuss education in terms of how children change. Accountability becomes more than provision of site and equipment.

In some respects this is a conference on accountability. It is a consequence of calling to account the leaders of public education; it is a consequence of dissatisfaction with the stewardship of those spending public money. It is the developed view of NARC that sufficient services have not been

provided. It is clear that there is articulate dissatisfaction with past and current special education. It is only in exceptional cases that special education leaders have had more than indifference for their accountability. To my certain knowledge the St. Louis County Special District, and I mean John Kidd, has been the exceptional element in special education management. Dr. Kidd presents an annual report for technical scrutiny in a technical journal, on the young people in his care. He has presented several published accounts showing how the young people in his care have done after leaving school.

The topic, properly understood, is accountability for provision of service -- child-centered service -- help in growing and becoming.

There are other aspects of the matter which may be pointed out. What is called for is provision of developmental stimulation, a process which can be conducted in several places -- including home. Service becomes structured regimens designed to move children towards more responsiveness, and greater physical competence.

An important technical requirement is the capacity to take data on the behavior of severely retarded children. In a research sense this is quite routine. In an educational sense it is not. With rare exceptions teachers have not been expected to take close readings on children's development. Put more broadly, an emphasis on child growth requires a technological skill which cannot be presumed in teachers, however experienced and dedicated.

Another aspect of an emphasis on development and instructional processes is the age at which training should begin. The work of several people, as far apart as Seattle and Montevideo, shows that training can begin early after birth. Indeed, intervention in the sense of planning can begin <u>before</u> delivery, in the case of high-risk pregnancies. In the case of severe retardation iden-

tification can frequently occur right after delivery - due to observable disorders.

Obviously related is the integration of case-finding and developmental training. The entire field of early education awaits development of a child early warning system - a set of procedures to identify children needing early education on a priority basis. My own research on one thousand newborns, now approaching age five, embedded in about a decade of longitudinal and epidemiological studies, suggests a child early warning system is quite within our developmental capacity.

At the other end of the developmental scale is the matter of providing training well beyond the age of compulsory schooling. Research from Israel reports considerable success training seriously retarded young men. A number have been trained to work gathering oranges. One is reported to have achieved a level of productivity almost as great as other workers -- eight percent. The mean age of the men was twenty, the mean mental age 5½ years.

What this shows is that growth is possible in the lives of severely retarded young persons.

It is, after all, with growing and becoming that we are concerned. Our children, retarded and normal, have capacity for growth and evolution to something more than they are on any given day. Development ends at the grave, and not before.

Attention to encouraging growth in children is surely a blessed thing. The NARC policy statement calls for extension of this magical act to those who need it most.

THE DEVELOPMENTAL DISABILITIES ACT
ITS IMPLICATIONS FOR CONTINUING EDUCATION

by

Mary M. Hurley, M.P.H.

I. INTRODUCTION

Although most of you must be as familiar as I am with the Developmental Disabilities Law, I thought we might have a brief overview, then go into some of its implications for continuing education, then, if you wish, throw the meeting open to discussion.

II. WHAT THE DEVELOPMENTAL DISABILITIES SERVICES AND FACILITIES CONSTRUCTION ACT DOES

The Act reaches out and includes a larger group of the disabled. It extends the benefits offered under the Mental Retardation Act of 1963 to include other substantially handicapping conditions of neurological origin closely related to mental retardation or requiring treatment similar to that required for mentally retarded individuals. With this law there has been a change in approach. It provides for more and better services. It focuses on influencing change in a positive way. Money appropriated under this law has been made available to states which submitted for approval to the Secretary of HEW a state plan for the development and implementation of an array of services to the developmentally disabled.

Federal money becomes state money to be spent by the state residents in attaining the goals of their own plan. Emphasis now is on formula rather than categorical grants to states. The formula is based on per capita income, population, and need for facilities and services. Formula grants are made directly to the state-designed agencies which then allocate the allotments to projects, the priorities for which were determined by key people within the

state.

An advantage is that the new law allows a co-mingling of federal developmental disability funds with those of other ongoing state programs. This can be done in any combination: state and federal in combination, or separately. The law provides for a State Planning and Advisory Council responsible for submitting revisions of the state plan and reports to the Secretary of HEW on the present status of the Developmental Disabilities Act. More than one state agency can participate in administration or supervision of designated portions of the state plan and the state may apportion its allotment among such agencies. Each state has set its own priorities and determined the allocation of its allotment. The state structure for programming is now more important than priorities formerly set by the Federal Government. The law provides for special needs of the disadvantaged and makes an adjustment for poverty. It sets aside money for use on special projects of national significance. It provides for special projects to demonstrate new or improved techniques in service delivery. It strengthens the University-Affiliated Facilities program by adding support of interdisciplinary programs in institutions of higher learning as well as construction of facilities to house them. More about that later.

Emphasis, too, is on the interagency planning that is necessary to plan for a comprehensive and continuing array of services and facilities. The Developmental Disabilities plan involves more people at all levels.

It involves more disciplines.

It transfers authority for action to the state and local level where the problems are.

It demands more joint planning. More partnership in working out solutions to problems.

It provides an opportunity to fill the gaps in existing services with new or innovative services.

It demands a state perspective based on facts.

It necessitates better coordination of services.

A. State Level Activities

As I mentioned, the new law stipulates that there must be a State Planning and Advisory Council to set the pace for the direction, development, evaluation, and revision of the state plan. These councils, when formed, are comprised of representatives of each of the principal state agencies and groups concerned with services to the developmentally disabled. At least one-third of the members represent consumers of services. These new planning councils are responsible for submitting revisions of the state plan and for submitting reports to the Secretary of Health, Education, and Welfare.

Fifty-six "states" are eligible to receive the funds. For Guam, the District of Columbia, Puerto Rico, American Samoa, the Trust Territory of the Pacific, and the Virgin Islands are included. The FY 1971 state plans are reviewed in the ten Regional Offices and, as of this date, copies of all but three have been received by the Division of Developmental Disabilities. The states designated a single agency or multiple agencies to administer and supervise specific portions of the plan. The FY 1972 State plans will be coming in soon. In many cases the development of these depends on the appointment of the Advisory Council.

B. Federal Level Activities

At the federal level the Secretary of Health, Education, and Welfare will have a National Advisory Council to advise him and evaluate the effectiveness of programs. This has not yet been appointed. The Secretary has already decided to set aside one percent of the formula money for FY 1971 for evalu-

ation purposes. It was further decided that FY 71 money could be carried over into 1972 for spending purposes.

The new law meant much necessary spadework has been and is being done in the Division.

It meant conferences with Legal Counsel on interpretation of the law.

It meant regulations and standards were prepared as were program guidelines, and these are being finalized.

Instructions have been drawn up to help states prepare revisions of the state plans. Five regional training sessions were conducted by a team of staff members from the Division and related agencies who discussed philosophy, scope, guidelines, regulations, and standards. About 75 individuals attended each session, and they represented state governors, concerned agencies, and Regional Office staff. A sixth training session was held in DHEW for employees of RSA. Mental retardation consultants in the Regional Offices assisted the states in developing a plan, in reviewing the plan, and will offer them further guidance in its implementation and revision.

Of course, when the appropriations were passed (and we did have a pleasant surprise or two), there was an increased flutter of activity in the Central Office, and here's what we can report to you.

Thirty-five states have received funds for their quarterly payments of the FY 72 money.

Forty-four states designated a single state agency to administer the DD funds.

Eleven states named multiple state agencies.

One state named no agency.

In looking at the state plans we find that of the total money available over half the money went into services. The least money went into administration.

Twenty-five states put money into construction (13 of them put in the full legal limit -- 50 percent).

III. IMPLICATIONS FOR EDUCATION AND TRAINING

Both the old and new laws administered by DDD provide for preservice and inservice training of personnel needed for the provision of services. Moreover, the mentally retarded individuals receive vocational training under still another law, the Vocational Rehabilitation Act. Under our Hospital Inservice Training program scores of nonprofessional personnel received pre-or on-the-job training.

The Division of Developmental Disabilities administers part of the Vocational Rehabilitation Act -- Section IV, which is concerned with training also. The two training programs differ in that Section IV money goes mostly to nonprofit institutions. The SWEAT (Student Work Experience and Training) program in which students receive summer work experience and training was funded under Section IV money this past year. In the other years other monies have been used to fund this program.

High school and college students are selected for this program which is carried on in state residential institutions wishing to be participants. But the type of training of most interest to you would be the new program for interdisciplinary training in institutions of higher learning authorized under the University-Affiliated part of the new law. Under the Mental Retardation Act, 12 University-Affiliated centers were constructed in 16 locations, six centers are under construction in eight locations, and one center is in the architectural design stage. So we have roughly 20 centers in operation that are going to receive some portion of the operating and administration expenses from the $4.25 million appropriated. The university faculty gets paid regardless of the length of courses given under the program. The educational methods vary as elsewhere; workshops, seminars, lectures, etc. So does the length of training -- three months, three years.

Some of you must have attended one of the regional training courses on the DD Act when these courses were given under Continuing Education. These were carried out under a grant from the Division of Developmental Disabilities (not UAF by the way) to the University of New Hampshire's Center for Continuing Education. Under University-Affiliated Facilities, continuing education is an integral part of the program. Courses may be sponsored in institutions of higher learning for both short-term and long-term periods with the usual variety of methods. Priority now will be given to the UAF's that have made arrangements for junior colleges to participate.

IV. CONCLUSION

The new law challenges you to new and innovative methods of programming. It rewards you for your work with the disadvantaged. It encourages opening the doors of colleges, junior colleges, and graduate schools to all levels of professional and subprofessional personnel -- a shot in the arm to alleviate manpower problems. It is not the final answer, but based upon the supporting old law, it is a step up the ladder.

In these revolutionary times, one thing to watch is the pending legislation in Congress, which if passed, will have a tremendous impact on the activities of our Division.

Let's take just one of these bills -- the 688 page Welfare Reform Bill which, as of my latest news, had passed the House and is now in the Senate. It will make one out of eight Americans eligible for welfare. It would establish for the first time the principle of a guaranteed annual income, paid by the government to every poor family with children. There would be a 33 percent rise in old-age pensions. There would be increased medicare benefits and aid to the aged, blind, and disabled -- three categories of adult public assistance would be combined into a single aid program. The bill proposes

construction of child-care facilities with the federal government paying 100 percent of the costs. In comparison with this controversial bill, other bills seem of minor importance.

Two other bills, S. 2007 and H.R. 6748 affect the DD programs. Both bills reserve ten percent of the appropriation for special needs of the handicapped. Both establish essentially the same program.

And I quote, "incorporation within child development programs of special activities to identify and ameliorate physical, mental, and emotional handicaps plus special learning programs."

The Wagner-O'Day Amendment was passed which previously allowed for the sale of articles by the blind but now extends it to other handicapped individuals.

These are only a few; there are many more with their impact on services to the developmentally disabled. I cannot tell you much about the other bills, nor give you the answers to all your questions on the DD Act but, if not, I can at least try to get you the answers.

APPENDIX

1. Distribution of DD funds FY 71
2. Congressional Record - Appropriations
3. Summary MR obligations
4. Allocations to States DD FY 71
5. Status of UAF (MR) projects
6. 1972 appropriations with notes
7. Shepard's State plans

PRACTICAL INSIGHTS NEEDED FOR THE ACHIEVING OF SOUND EDUCATIONAL PROGRAMS FOR MENTALLY RETARDED PERSONS

by

Aris A. Mallas, President
Management Services Associates, Inc.
Austin, Texas

Unfortunately because of scheduling problems I could not make the earlier part of the conference. I would presume that to this point the speakers have generally been discussing what I call the "clean side" of educational problems, i.e. what needs to be done and the fundamental philosophical basis thereof.

I am going to discuss the "dirty side" this morning. I'm going to tell you, perhaps, what you need to know about power to use it effectively to actually get programs legislated, financed, and implemented.

Now in a sense, we stand here today at the zenith of success in trying to get implemented those programs which we have conceptualized for the last 20 years. I have spent 22 years in this field and in a way you can almost say I'm a pioneer. I remember very well the day when practically no legislator or candidate running for a governor's office or school official could define specifically who the mentally retarded were, what services might benefit them, and what needed to be done at approximately what cost.

Since we are standing at the zenith of success, you might wonder then why we still continue to have problems and why we even need a conference of this type. Many feel content with our success to date. I am not! I feel that with the proper understanding we can accelerate our progress.

Let me say first of all, while I am not going to describe intricately the power structure, I'm going to tell you this -- that Ph.D's in psychology, social work, and special education, and other fields might be outstanding

practioners in their field -- but how to manipulate the power structure and control it and achieve certain ends from it is as much a technically knowledged profession with just as many, if not more, scientific applications of knowledge than what they acquired in college to get their professional degrees. I must admit that over the years I have seen the most inadequate, bumbling, stupid, miserable, and frustrating efforts made by this organization, as well as others, in trying to achieve their given ends.

I hope you will all bear in mind that power structures are not one consistent, easily diagramed, easily documented mechanism simple to penetrate or use. As I indicated earlier, the power structure has four distinct dimensions and to effectively penetrate it you've got to understand these dimensions. It also has four distinct levels of which the most important, the primary power structure, is always the least obvious and almost always missed by those who are amateurs. Now, I can assure you one does not found 13 successful corporations and one does not average a major piece of legislation a session that has passed the Texas House and Senate unanimously unless he knows the power structure. But I did not get to this knowledge easily. It took a lot of bloody knuckles on my part and it took a lot of intensive homework, and it took a lot of thinking that goes far past any book that has ever been published.

Basically, what do I mean by the power structure? I essentially mean those persons who control the ultimate decision-making which will, in turn, control what you want to see accomplished. Let me put it another way. What is the manipulation of power? Manipulation of power is your achieving the given end you want through other people -- nothing more than that. Now let me say that each of you, including myself, have been frustrated from time to time in penetrating and manipulating the power structure. As a matter of fact, there are even some people in this room who feel that what I am talking about right now is most immoral and absolutely distasteful to them.

If this is true -- and I know it is -- then they'd better start having a rude awakening this morning. They must realize that nothing in this life happens by chance. Whether you like it or not, it is a matter of human engineering. And as my late father used to say, "any problem created by a human being, can be solved by one." And everything we're talking about today people created and we can influence.

Let me put it another way. Think about the fact that Communism, as shoddy and distasteful as it is as a philosophy, was confined to a rented room in Zurich, Switzerland in 1917 and a handful of dedicated followers. Today it straddles two-thirds of the earth's land mass and well over two-thirds of its people are dominated by it. I think you must accept the logic that there's more than enough power in this room to change the whole course of human history, and all we're talking about is making modest inroads in one problem area of our way of life. But we must get past the thought that the aims we support for the retarded haven't a chance. If we feel that way indeed, they do not.

Let me put it still another way. If you would retain me to defeat a piece of legislation (and you can't because I do not lobby) it would be the simplest thing in the world to penetrate the power structure in any of your states. Moreover, by the use of just one or two people, I could consistently defeat you if you did not know how to penetrate the power structure and to leverage it to achieve your end. As a matter of fact, I can give you an equation. It is approximately 20 to 25 times harder to get a piece of legislation passed than it is to defeat a piece of legislation.

For example, we have in our Texas Legislature 181 members. Most of you in this room would divide 181 by two and say that if you had that number you could get a piece of legislation passed. If you think this way, you're not only naive, but you're stupid when it comes to power and the understanding thereof. As a matter of fact, the equation is not one of simple arithmetic.

Here is what the equation really is. If you let me choose five members of our Senate and 12 members of our House -- and let me have them captive -- I will pass every piece of legislation I want and if you have all the other votes, you will never get a piece of legislation passed. Why? Because the five and the twelve dominate every process that permits a piece of legislation ever to be heard and you can't bring your majority into play until my five or twelve let you. Also, my five and twelve dominate every dollar that is appropriated; and if you want any of your programs funded, you've got to reckon with me. So power equations are not simple. They're multi-dimensional.

You can say that all this is very complicated. It is very complicated, and this is one of the reasons why we should not entrust the strategy and tactics of major legislation to "Professionals" when they know nothing about this process.

Conceptualize the fact that when we talk about the power structure and when we talk about achieving legislative success, it doesn't matter whether we're talking about the congressional level, the legislature level, the city council level, or the school board level, we're talking about precisely the same techniques. As a matter of fact, one of my closest friends in life is the leading authority in the world on Russia and Russian foreign affairs and Russian military might and in this capacity constantly advises key governmental officials. His name is Dr. Frank Barnett. Frank really understands the power structure internationally, and he understands the dimensions of it. The same techniques that he must know and use and become extremely expert in are the techniques that you must know, use, and become extremely expert in if you hope to achieve success.

It was mentioned that our new Special Education Bill had a $76 million price tag. (Spending is now in excess of $100 million.) This is true and

yet every member of the Texas Senate sponsored that bill and it passed the Senate and House unanimously. That didn't happen by accident. These were liberals and conservatives, who were brilliant, well-educated, well-intending people, and absolute opposites who all voted for that bill. That was a matter of human engineering!

Let me point out that some of the people in the universities who want to maintain, in my opinion, an archaic system of special education in our state thought they could "smother" this program. They were supporting a bill that freezes the special education appropriation at $75 million so nothing more could ever be spent. There was much concern. One phone call came to me and I made one phone call and things happened and that bill went to a hostile committee and it was never even heard. See, someone knew where the five and twelve were.

Those educators didn't even know the power equation! In a way it's trying to work a computer science problem when the only language you know is the English language. And if you know anything about computers, you'd better know their language or you're going to get nothing out of that machine.

Let's presume for a moment that we're willing to human engineer and let's presume for a moment you have enough desire to develop an understanding of power structures and let's say you want to achieve some breakthroughs in your state. Let me cite some of the basic problems that I think the National Association for Retarded Children and all of us who are interested in this problem area have to resolve to assist you. First of all, I find that while we are at the pinnacle of success today in achieving many of the goals -- if not most of the goals that we have set out for in the last 20 years -- we have come to a point of time when we seem to have basic philosophical weaknesses. We're sort of like a very powerful and streamlined vehicle that has alot of octane fuel in it, but has run out of a super highway. We're kind of down on a two-lane highway and as I look into the future, it seems to me we're going

to get onto a dirt road pretty quick. I don't think we paused at the right point in time and really thought through where we're going.

For example, I'm very displeased with the activities of our long-range planning committee of the National Association for Retarded Children because they are not moving ahead. They need to move ahead, because there are all types of special problems that they must think about. The world of 1975 is not going to be as the world is today. And we certainly know the world of 1980 and 1985 is going to be very different.

Just to give you one example -- I'm heavily involved in banking and one of the things one of my firms has to do is make long-range economic projections for banks. Since we've done it for one major banking group for 17 years, you ought to have some confidence in our ability to do it accurately because I can assure you that that's one field where if you're not right they get rid of you very quick.

So we look constantly into the future. One of the things that we can see is the fact that check writing is going to go out of existence. Last year we used in the United States about 46 billion checks. This is becoming, even with modern electronic mechanisms, an impossible and staggering total. The credit card has already made certain penetrations. By 1980, it will just have almost knocked the common check out of existence. It just won't be efficient to use a check any longer. Now why is this significant? Think of how many contributions come to your national association by check each day. What mechanisms have you thought through to solve the impact of that change over as it begins to occur. This is just one very tangible area where new thinking needs to be done.

Let me look at another area which is closer to your heart. I'm sure you've heard a great deal in the last few days about the growth of special education programs and the broadening of them. We started out, as you know, with some

tentative kinds of juvenile programs in this field and now we've gotten to the point where we're using all types of skilled professional people. We have educable programs and trainable programs and outreach programs, etc. But the truth of the matter is that all too frequently a special education class is simply a way to get rid of a problem. Too often the teacher is an inadequate person in an inadequate building. In fact, too often this special education student, rather than being put into something that could eventually equip them for a good decent human life, is actually being dehumanized.

I submit that this problem is not confined to Texas but is nationwide. I'm somewhat concerned when I hear professionals simply use the statistics of numbers and dollars to justify the development of programs. Especially, when in looking at special education programs in five other states than Texas, I find almost exactly the same pattern of activity. Enormous amounts of effort in developing classes -- very little concern with adequacy of program and no concern with what eventually is going to happen to this child.

Let's look at still another side of the problem. Last year in the United States more than half of our sheltered workshops piled up a deficit -- the largest deficit ever faced by sheltered workshops. "Voc-Rehab," while they've made some tentative and feeble -- and yet I think positive efforts -- to get into the field of training the MR for employment, have not shown the imagination, the creativity, the intensity of service to be able to tie with our special education programs and to actually develop a youngster who can successfully enter the job force. With only one exception, every MR we had working for us basically we had to train. We do not mind doing it, but I can assure you as minimum wages are constantly increased, as social security taxes go up, as the employers are confronted with more and more intense competition, his ability many times to be humane -- to want to do what is right -- is severely limited.

This brings me to another basic problem. In the field of mental retardation, the leaders tend to have what I call tunnel vision. I don't mean that they look into the future well, I simply mean they have narrowing vision. I maintain that the problem of mental retardation is not confined to just special education or just to an institution or just to an outreach program or community program, it's competing within government against all other programs for limited numbers of dollars. It's being appropriated for by a school board or legislature or congress that has lots of other pressures on it and many times the people that we criticize -- for example, the "Voc-Rehab" administrator or the special education administrator or institutional administrator -- the very people we criticize for not being able to develop a modern program does not have within his control -- either legally or budget-wise -- the mechanism or the wherewithal to actually resolve the problem.

One of the things that we did in our Special Education Study in Texas was to devote 40 pages to a description of all the other programs financed by the state that had an impact on the problem of mental retardation and affected the quality of service that could be rendered in the special education facilities of the state. The Assistant Commissioner of Education said, "Why did you spend all that time telling us about that -- we knew it." As I pointed out to him, if you knew it, then why haven't you done something to get more legal control back in your domain so that you can actually have a coordinated program without voids in it for these youngsters.

Tunnel vision becomes extremely damaging when you're starting to deal with the power structure. Let me put it another way. The Texas Legislature is no different from that in Michigan , Ohio, Indiana, or Illinois, for example, and I worked with all those and California. Basically, they are average people that have been called upon to do an absolutely impossible job. When you think about the fact that on any given day they must be experts on highway, liquor

control administration, education, welfare, public safety, etc., you can see that this is really a ridiculous responsibility we have given them.

Because this is true, their tendency is that if everything sounds right, and if the people that are presenting the legislation seem to know what they're talking about, and there is a degree of legitimacy about their program, their tendency is to go with you once. But if what you have has not been thoroughly thought out, or if you have not taken into consideration the other programs that have impact on what you're trying to do, so that at the end of two years you are not able to do what you told them you were going to do -- then the chances are good they'll not go with you again. Basically, you've lost legitimacy in their eyes.

One of the reasons I have been successful is that I've never asked the legislature to do anything that has not worked and once this happens two or three times, then you're in the awesome position of having to be certain what you're proposing is good because they'll almost buy it automatically regardless of the price tag. You say that's a peculiar phenomenon. It isn't at all. These are average people who want to look good to their constituents and because of this they are very dependent upon others to do their enormously complex thinking in areas that they know very little about. And if they can find someone in the field of highways that can present good solid programs that will make them look good, they'll go with that person and the same is true with the field of mental retardation.

So, get rid of this tunnel vision. And one of the ways you're going to have to get rid of it is to get more people in your association than just the professionals concerned with programming and the parents of retarded children. You need more business leadership; you need more people who are just plain average citizens and I think one of the most marvelous things you've done along this line -- and I think where you've gotten a jump on all other groups -- is

your TARS program. I don't know who thought it up but whoever did deserves your gold medal of the year, believe me.

I think I've beaten the telescopic vision problem to death but what you have to replace it with is panoramic vision. If you're going to go into any legislature, you've got to be aware of the impact of what you're suggesting they do as it relates to what else it's going to touch or what's going to touch it.

Let me talk about another problem which inevitably damages you when you try to penetrate the power structure and that's your over-dependence on professionalism. I think there's a very definite place for professionals and I'd like to consider myself one. Moreover, I think that the highest standards of professionalism are good and I think there's a place for them. But before a legislature, I do not want a man, regardless of his credentials, to come in and talk for 45 minutes about the importance of a program. If he can't get his story out in five minutes, he's lost that legislative committee.

I'd much rather have somebody come in and tell me about it who's paying a big wad of taxes and saying why it's important that he be taxed to advance this program. I think it is awfully important for a parent of a retarded child to take the feeling only they can have and convey the intensity of that feeling to the legislative body. Frankly, you can't replace the message that they can convey. Above all, it's got to be done simply and directly and honestly. It must not be over-done.

I think we have had a tendency, in some cases, to become so concerned with the professional credentials of individuals that we've lost sight of the fact that many things we're trying to achieve involves ingenuity and common sense and understandings that do not equate necessarily with college degrees. Some of the most effective programs I've seen run in the sheltered workshop

field have been run by engineers -- or by people that have never graduated from high school. Because they had that dimensional "X," that we can't specifically define, that makes the intimate relation with the client bloom into something that lets him actually be rehabilitated.

Professionalism has its role and I do not want to downgrade it for a minute. But its role is not 100% of the problem. We must take the best thinking of professionals and we must then blend it with other types of specialized thinking in order to achieve anything that you can sell to a power structure. It's often said that a "kiss of death" before our Texas Legislature is to have a Ph.D. The reason for this is not because they are against Ph.D.'s -- it is just that over the years they've bought so many programs that Ph.D.'s have brought in that haven't worked that they're kind of "gun shy" of Ph.D.'s.

On the other hand, the man who influenced medical affairs planning in our state with the Legislature for 25 years and the man who built the great Texas Medical Center complex that now has over $300 million worth of facilities in it is Dr. Fred Elliott. Interesting enough, he was a dentist not an M.D. It shows you the impact that people outside of a professional field can have in that field even in the absence of a degree of professionalism. So the overdependence on professionalism is a very dangerous road to travel to penetrate into an effective power structure manipulation.

There is a basic problem that your national association, and certain of your state associations, is faced with over the years. You have political power and you know you have political power and those who work with you know you have political power, but your tendency too often is to use it as a battle-ax and not as a rapier. You can scare the power elements to a degree, but you can also crystalize the opposition against you.

The processes by which things are accomplished in Congress or in the Legislature of the various states are not as easily deciphered as you might think. For example, in our Texas Legislature you can never tell who really "guts the bill" because none of the votes -- except the final vote -- are ever recorded and most of the gutting is done in the committee. So you never know really who is your friend and who is your enemy. And this is true in almost every state. So the scare tactics really don't work.

What does work, and my own life is an example of it, is the thorough, deliberate, specific, and sound planning and thinking that shows legislators that if they go with you they'll be not only accomplishing public good but also enhancing their political position. They are all political animals, whether we'd like to recognize it or not or whether they'd like to admit it or not.

As a matter of fact, one problem is whether you should have low visibility or high visibility at times. The tendency in most state organizations is to have extremely high visibility. Where a student of power would tell you there are times for both and the time for high visibility, the squaring off to battle if you will, is simply a technique that should be used as a last resort in the most critical of issues and situations.

I think it would interest you to know that despite the fact I have averaged a major piece of legislation passed in the Texas House and Senate unanimously each session since 1953, I have never once gone to the Legislature while they were in session. I've never been on "the hill," and I've never directly asked anyone to vote for anything. Furthermore, as everyone knows, I'm a Republican in Texas and our Legislature is clearly a Democratic majority with a Democratic Governor. So, you've got to know sometimes when to have that low visibility, and you've got to know how "to telegraph," to achieve the given end that you want. Again, this is where the importance of understanding dimensions of power and levels of power lie.

And there is another area to which I submit that you're going to have to pay increasing attention. This is the area now being referred to as accountability and responsibility. These are words that are being thrown around now very generally by the federal government and certain state governments. What they mean to me is basically how are the monies being spent for a program and what do they really buy? I can think of some of our mutual friends in Texas who have received MR research grants that go up in the neighborhood of $500,000 over the years who have yet to submit a report to the federal government on what they've accomplished. I can think of the enormous quantities of funding that have gone into building facilities that are being used at five to ten percent of capacity. Then I think about the fact that we always go to government to get our money when in my own state there are $2 billion tied up in foundations' capital. To my knowledge I don't think there's any private money -- or at least no significant private money -- going into this problem area. I sat on the board of three foundations and only one of them has ever had a proposal for any spending in the field of mental retardation.

A good friend of mine was just killed in an airplane accident on the West Coast. He has a foundation of $120 million in assets and it has been in existence for over twenty years. He told me just before his death that they had never had anyone approach them on any type of program in the field of mental retardation. As a matter of fact, he said, "I've heard the term but I know nothing about it. Is it a significant problem area?"

So don't always think in terms of government funding. Think in terms of private philanthropy as well. I would hope the good work our Research and Development Committee is doing with NARC eventually will translate itself into something definitive so that some of us can approach foundations and get at least $5 to $10 million a year into good solid basic research on the problem of mental retardation and how it can be prevented.

Now these are some, not all, but these are some of the most critical areas that you must stop and think about now that we're at the zenith of success in achieving MR programming. We must pause at this point of time and think through some tangible, specific programs that we want to achieve the next ten or fifteen years. I would hope that we don't fall into the trap of thinking about massive programs for massive numbers with big price tags attached and forget about individuals and the impact of these programs upon them. One of the things that concerns me most in the field of special education is that we tend to talk in terms of statistics and we rarely stop and ask ourself what's really good for the individual child.

I'm not an expert in the field of education, having no children of my own. I really was not concerned about it for many years until I started to do some research in it. Then I became appalled at an interesting fact, i.e. most of the educators I met talked in terms of individualized instruction, but wherever I went I didn't find such a thing existing. It was something to which people tended to pay lip service. Now, I think that this is a very desirable goal. As a matter of fact, when I look back on my old country boy days in Ohio when I was growing up, I suspected in my country school I might have gotten individualized instruction. I know because I had a higher IQ than most of the class that the teacher used to give me extra work to do so I wouldn't get lazy. And I remember that there were a lot of special things the teacher did to push me in one direction or another hoping to develop me a little bit more.

I'm afraid in our large metropolitan complexes with all the pyramiding of professionals of all different types we might have lost sight of the basic value of this approach. I do know this that when I'm confronted with hiring a mentally retarded person to work in one of my operations, that he's got to work in the same world that a "normal" person has to work in. If he's been

dehumanized, if he has been put into a special surrounding which has taken him out of this world and all the pressure and strains and pleasures and heartaches, he's not going to function within any type of business setting very long and do a very effective job so that he can have any type of career employment situation. We must, somehow in our programming, try to keep what is happening to our mentally retarded people as normal and as neutral as the world they're going to expect to live in -- and compete in.

Now in ending, I want to leave one thought with you. We are entering, in fact we have entered, an age that places increasing emphasis on speed, literacy, technical skill, the ability to communicate, and all the things that are associated with higher intelligence and above all emotional stability. When you talk about unemployment rates being at two percent or less as they have been in many cities for several years, we are not talking about unemployed -- we're talking about unemployables. We're not talking about scraping the bottom of the barrel of our labor market, we're talking about having gone through the bottom and are routing up the dirt underneath. We're talking about the alcoholic who has had seven jobs in four months -- this type of thing.

Now if you can go into that type of employment situation which we predict all through the 1970's and say to any employer,"I know a pool of manpower that's stable, honest, sincere, can be trained to do certain skills, and will be good productive employees for you -- all of which we have found to be characteristics of MRs if they are properly trained -- I can assure you that not only will you get his ear, he will padlock your leg to his desk until you tell him what manpower you're talking about.

Our problem today is not in the field of public relations of convincing employers that they should hire the mentally retarded. Our problem is to

design programs that will get the mentally retarded to the point where the employer can hire them with a reasonable degree of assurance that he can have a potentially long-term successful employee. I do not find that there is a lot of resistence by employers to this concept. I find it's very difficult to find the cases that can work because the programs that have brought them to this point in their life have basically been inadequate.

One final thought. Anytime anyone talks about a social problem in my presence, I become concerned when they say there is a simple solution. There is no simple solution to this problem area as there is no simple solution to any social problem of our time. There is no sovereign talisman. I wish our governments would stop looking for it. Solving this problem area will take a lot of blending of professionalism, common sense, imagination, ingenuity, but above all a knowledge of what you want and why and how to achieve it.

Again, let me say that if you want the techniques of the power structure penetration and if you want to understand what the power structure is and how it functions, then please get that 30-page statement. The reason why I cannot give it to you this morning, let me emphasize this, is because it takes between two or three hours to present. Remember nothing happens by chance; it's a matter of human engineering, and I guess the big question is how effective can we be as human engineers.

Thank you.

EFFECTING CHANGE IN THE EDUCATIONAL SYSTEM

by

Walter J. Cegelka, Ed. D.
University of Missouri-St. Louis

There are many critical issues confronting us today in our attempts to deliver appropriate educational services to mentally retarded persons. At least two critical issues have been discussed earlier in this conference, i.e., the massive denial of special education services to large segments of school age mentally retarded persons, and the limited scope of special education services which are offered to exceptional children.

There are many other problems confronting us in the education of mentally retarded persons. Let us focus our attention on three of these persisting educational problems and explore them in depth. The three problems I would like to focus our attention are:

1) The lack of meaningful preschool programs for retarded persons.

2) The lack of adult educational services for retarded persons.

3) The Adequacy of Special Education Curricula

In many cases we find that the entrance of retarded children into public school programs has been very significantly delayed on the grounds that they need longer to attain the mental maturity that's basic to success in traditional school activities. This strategy, however, runs quite contrary to much of the current research studies in early childhood education, the most significant of which, perhaps, is going on right here in the St. Louis Metropolitan area under the direction of Dr. Thomas Jordan. Dr. Jordan has been gathering

data for well over 4½ to 5 years now, on infants, and the families of these infants, tracing their growth and development since almost the time of conception. He has been following these mothers, fathers, and families for quite some time. His data indicates to us that we had better start thinking about implementing educational services not only to retarded children but also to all children, perhaps as early as age one. Head Start may be too late to effect significant changes in human development and behavior. To initiate meaningful, lasting changes in the development process, particularly changes in intellectual ability and performance intervention, programs must be initiated shortly after the birth of an infant. These statements suggest a number of priorities for action. One of these priorities is to as soon as possible enlist the aid of our state and particularly our local associations for retarded children of preschool age in their communities so that projections can be made and facilities can be planned to meet the need for service as soon as problems can be identified.

Secondly, we have a tremendous need, even in this day and age for public education. This is a need to reach physicians, social workers, psychologists, as well as my collegues in education. With the latest findings of research into the care and education of the preschool child, so that they can if nothing else, give help and understanding to parents.

Thirdly, we need legislation. In the case of both deaf and blind children, preschool education is already supported in many, many states, from the age of three on. Surely, at least this advantage can be afforded to mentally retarded persons.

Fourthly, we need preschool day care programs. We also need clinical facilities. These clinical facilities should be established in the same physical plant as the day care centers.

Fifthly, we need to develop a continuity of education, so that once a child is accepted into a preschool educational facility he should be guaranteed continuity of planned and sequential education.

Although I am an educator, I would like to speak for just a moment on legislation. We've gone out and we fought for legislation, especially for mandatory education. But we have found that there is no correlation, ladies and gentlemen, between mandatory legislation and the implementation of services for mentally retarded persons. I think, unfortunately, we have suffered from something known as the Ostrich Syndrome. We've been out there scratching and after we've scratched and achieved a piece of legislation, like the ostrich we have then buried our heads in the sand. Unfortunately, when you do that you leave other parts of your anatomy exposed and sometimes somebody presents you with a good swift kick. In many cases it's been well deserved. I think we've got to get our heads out of the sand and continue to monitor the legislation that we have fought for for so many years.

Let me turn your attention very quickly to the other end of the continuum of services. I feel that we cannot neglect adult education services for mentally retarded persons. While the value of continuing education programs for normal adults is generally accepted, the paucity of such programs for adult retardates suggests a widely held belief that the capacity to learn somehow ceases around the age of 21 in the case of

persons with sub-average intelligence. My collegues in the education community have thus demonstrated once again an apparantly limited awareness of the fact that the rapidly changing society in which most of us live necessitates continuing education and a continuing educational delivery system to insure ongoing confidence in handling the complex problems of daily living. NARC believes that education is a life long experience and that young adult retardates must have the opportunity to develop further during adulthood by means of programs for continuing education.

The last issue that I would like to touch on is the adequacy of special education curricula. The time has come for our public school systems to begin meeting the needs of all of our nations mentally retarded children and adults. However, in addition to throwing open the doors of our public schools to these persons, we must insure that once inside they are provided with curricula and teaching methodologies appropriate to their current and future needs. Unfortunately, this is not often the situation which maintains. We have gathered some 243 curriculum guides for mentally retarded persons from state departments of education, large metropolitan areas, and small rural communities. An examination of these curriculum guides indicates no commonality of agreement as to what should be taught to mentally retarded persons. I am not suggesting that all mentally retarded persons should be taught the same thing the same hour of every day; but rather, that we identify those things that are important for each retarded person to know and assure that he develops a level of competence in these tasks so that he can function more adequately.

Many educators look at what a retarded child is not rather than what he is. The resulting curricula developed with the child's deficiencies, rather than with his abilities in mind, constitute merely a simplified and watered down version of the course of instruction that's given to non-retarded persons. Such programs require achievement in academic areas where the retarded child is weak and give little or no encouragement to the pragmatic areas in which he can effectively accomplish something. The unfortunate lack of progress in this area is underscored by a very recent survey in 1969 which suggests that there has been little innovation in curriculum development for the mentally retarded in the last five to ten years with the possible exception of several university based experimental programs. I think specifically we need to develop classroom activities and teaching materials that are relevant to the chronological, social, and the mental age of the retarded person. It is inexcusable in this day and age for us to subject mentally retarded adolescents, for example, to reading texts of the "See Dick and Jane run. Run, Jane, run.", variety when reading materials appropriate to the interest level of the students are readily available to any school system. In addition, I think that curricula for mentally retarded persons should be geared toward the practical aspects of daily living, thereby facilitating the effective integration of the retarded into the mainstream of community life. Obviously then, an early emphasis on vocational skills is essential. Curricula should also stress the effective use of leisure time via generic community recreational and social outlets.

The problem areas that I have discussed are not particularly new problems to NARC, which has been one of the leaders in the field of mental retarda-

tion for a number of years. They are, however, persisting problems, and there are other persisting problems in education which we have not yet adequately resolved. We've seen for years that NARC has cared about the education of mentally retarded persons and as the reknowned cellist, Pablo Casals, has stated so well, "the capacity to care is the thing which gives life the deepest significance." We've demonstrated quite adequately over the last two decades that NARC cares. No one acquainted with the activities of NARC and its state and local units can question this point. But to care is not enough, ladies and gentlemen, now is the time to act, to act with every means at our disposal to insure the delivery of public school educational services for mentally retarded persons.

FEDERAL LEGISLATION AND THE MENTALLY RETARDED CHILD

by

Congressman James W. Symington

Alexis deToqueville noted in the early part of the nineteenth century that a great strength of American democracy lay in its citizens' participation in voluntary associations. Just as man does not live by bread alone, neither does he improve his lot by government programs alone. Organizations such as the National Association for Retarded Children fulfill a definite need in American society. Even if it were fiscally possible for federal programs to meet every persons' material needs, voluntary organizations provide an added dimension of personal involvement in a society often called impersonal. Efforts like this build a sense of community in cities and nations. If this same sense of community pervaded the federal government's activities, we would soon get our priorities in order and concentrate on human needs.

It is however, through a cooperation between organizations like NARC and government efforts on all levels -- local, state, and national -- that our society has progressed a long way in the treatment of handicapped persons, including the mentally retarded.

From earlier times when exceptional individuals were viewed with superstition and subjected to confinement and even punishment, we have come to a consciousness of society's responsibility to train and educate its members who are mentally or physically disadvantaged. Training and education mean more than just equipping mentally retarded children to adjust and accommodate to the larger society. Experience has shown it benefits both children who can enjoy more productive and meaningful lives, and the members of the whole society who reap the rewards of their participation.

When we speak of assisting the mentally retarded, the number of persons affected is, unfortunately, not small. It is estimated that the number of retarded increases each year by approximately 126,000. Through medical progress, obstetricians and pediatricians are able to deliver and prolong the lives of many babies resulting in an increased number of surviving affected individuals. Therefore, more resources of all kinds are required to assist the retarded and their families.

The federal government has a decided interest in helping the handicapped. As national involvement in the areas of health and welfare increase, so should our awareness of responsibility for the prevention of retardation when medically possible, for an adequate education for affected children, and for income maintenance for retarded older persons.

In areas other than education, federal programs have rendered valuable services to the mentally retarded. Under the surplus property program, the Department of HEW conveyed land and buildings near Springfield, Missouri for the establishment of a day school for mentally retarded children.

The Congress has also enacted several programs to assist in the prevention of mental retardation. When it was discovered that many children become mentally retarded or suffer other damage from ingesting chips of lead-based paint from the walls and woodwork of old dilapidated buildings, public health workers became involved in prevention, casefinding, and follow-up treatment. In addition, maternal and infant care projects have been undertaken to provide grants to find the more vulnerable patients early in childbearing and make available a broad spectrum of diagnostic and specialist consultation services, provide hospitalization during the prenatal period as well as during labor and delivery, and provide for medical and intensive nursing care for prematurely born and other infants with a high risk of retardation.

The last Congress enacted major legislation to help the mentally handicapped under the Developmental Disabilities Services and Facilities Construction Act. This program assists the states in developing and implementing a comprehensive plan for meeting the needs of persons with developmental disabilities. States may use these funds to construct facilities, provide services, support state and local planning, administration, and technical assistance, train specialized personnel, and develop and demonstrate new service techniques. The term "developmental disability" is defined to include mental retardation, cerebral palsy, epilepsy, or other neurological conditions originating in childhood which are closely related to mental retardation and require similar treatment.

Perhaps most far-reaching of all, last week the Senate passed, as part of the two-year Office of Economic Opportunity authorization, a comprehensive child development program. A similar bill is coming from the House Education and Labor Committee.

As passed by the Senate, $500 million would be authorized to continue Headstart and Followthrough in fiscal 1972, with an additional $100 million for training and planning for the expanded child development programs to become effective in fiscal 1973. Child eligibility under this new bill extends to families of four with incomes up to $6960, and higher income families may participate by paying a graduated fee. The extension of eligibility both gives children the social and education advantages of contact with varied peers, and gives the non-poor a stake in the success of the child development program.

But the most significant aspect of this legislation, in my view, is its emphasis on total child development -- not just custodial care, but nutritional, health, and learning services.

The handicapped receive special recognition in this program -- 10% of the funds provided will go to them. Day-care programs for these children are highly important for their development -- both as they give the child needed training and as they provide the mother with a needed respite to concentrate on the needs of her other children. Such a relief from constant care for a retarded child may be the determining factor in whether he can remain at home or be institutionalized.

The President's Committee on Mental Retardation has estimated that 75% of the six million retarded persons are so afflicted due to deprivation of the stimulation necessary for intellectual growth. These children are victims of poverty, poor nutrition, urban crowding, rural isolation, and ignorance. It would seem obvious to implement, and cruel to neglect, adequate early childhood programs which can prevent retardation itself.

Further evidence of the link between early opportunity for development and retardation comes from Dr. Reginald Louie, who was the Director of the Joint Commission on Mental Health of Children. That Commission's report notes that the incidence of retardation in the United States is higher than in any other civilized part of the world. Three or four percent of our nation's youth are retarded, while in countries with programs of early child care, only about 1/10 of one percent are retarded.

The President has called for a revival of the American competitive spirit. Perhaps we might engage in a contest to achieve the lowest rate of retardation.

It is, in fact, difficult to conceive of any program which would provide more social benefits than comprehensive child development. It is a blue chip investment in our nation's future. The opportunities we now provide for these children will greatly influence their later position in and attitudes toward

the whole society. If we treat them fairly and generously during those formative years, social problems later on are bound to decrease.

The Comprehensive Child Development program is not a final solution, but a good beginning. The federal government cannot meet the problem alone. It requires cooperation from states and cities, and support from private organizations like yours. But rhetoric and fiscal trickery will not compensate for an abdicated federal responsibility.

The President has committed himself to assuring every child "with the best education that our wisdom and schools can provide and an equal chance to go just as high as his talents will take him."

It is time to fulfill that commitment to our children. The cost of delay is too high.